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DEPARTMENT OF TRANSPORTATION AND RELATED AGENCIES APPROPRIATIONS FOR 1991

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE

COMMITTEE ON APPROPRIATIONS

HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

SUBCOMMITTEE ON THE DEPARTMENT OF TRANSPORTATION AND RELATED AGENCIES APPROPRIATIONS

WILLIAM LEHMAN, Florida, *Chairman*

WILLIAM H. GRAY III, Pennsylvania	LAWRENCE COUGHLIN, Pennsylvania
BOB CARR, Michigan	SILVIO O. CONTE, Massachusetts
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ROBERT J. MRAZEK, New York	TOM DeLAY, Texas
MARTIN OLAV SABO, Minnesota	

Thomas J. Kingfield, Richard E. Efford, and Linda J. Muir, *Subcommittee Staff*

PART 7

TESTIMONY OF MEMBERS OF CONGRESS AND OTHER INTERESTED INDIVIDUALS AND ORGANIZATIONS

Printed for the use of the Committee on Appropriations

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DEPARTMENT OF TRANSPORTATION AND RELATED AGENCIES APPROPRIATIONS FOR 1991

TESTIMONY OF MEMBERS OF CONGRESS AND OTHER INTERESTED INDIVIDUALS AND ORGANIZATIONS

TUESDAY, APRIL 24, 1990.

FEDERAL AVIATION ADMINISTRATION, EXPANSION OF STANDIFORD FIELD

WITNESSES

HON. ROMANO L. MAZZOLI, A U.S. REPRESENTATIVE FROM THE COMMONWEALTH OF KENTUCKY

GOV. WALLACE WILKINSON OF KENTUCKY

MAYOR JERRY ABRAMSON, CITY OF LOUISVILLE, KENTUCKY

DAVID ARMSTRONG, JEFFERSON COUNTY JUDGE-EXECUTIVE, KENTUCKY

OPENING

Mr. LEHMAN. The Subcommittee will come to order. In accordance with the rules of the House of Representatives and the Committee on Appropriations, we will permit television and broadcast coverage and photographing of today's hearing. This morning we will receive testimony on fiscal year 1991 budget requests for the Department of Transportation and related agencies. There will be three days of testimony from Members of Congress and interested outside organizations and individuals.

We have a large number of witnesses. In order to be fair to the last witness as well as the first, we will try the five-minute rule. If we can live with the five-minute rule in the House of Representatives, maybe we can live with it up here.

Our first witness today is the Honorable Romano Mazzoli of Kentucky.

Mr. MAZZOLI. Can I have my friends come up here?

Mr. LEHMAN. You can have everybody you want.

Mr. MAZZOLI. The Governor is really appearing for the National Governors Association as well as our Governor of Kentucky on behalf of our project.

Mr. Chairman, thank you very much. I appreciated our little visit this morning in the cafeteria and your recollection of my son, Michael, and his great drawings that I used to put up on the board. I want to make the record clear. Mike is now 28 years old and in law school.

Mr. **Lehman**. I remember the meeting we had with the Education Committee and he was about 10 years old then.

Mr. **Mazzoli**. The Chairman's memory is perfect. That is it exactly. Mr. Chairman, I am going to respect certainly the five-minute rule. And let me just simply say I am very proud to have seated with me at the table the Mayor of my city, my hometown, Mayor Jerry Abramson; the County Judge/Executive of my home county and area, Dave Armstrong; and then, of course, the distinguished Governor of the Commonwealth of Kentucky, Wallace Wilkinson.

Mr. Chairman, I am asking your indulgence and your benign help for the Louisville Airport Improvement Program. It is a $300 million program to put parallel runways at Standiford Field. The City and County have put $50 million up. The state has put $50 million up and, as I say, the $150 million would come, we hope, from your attentions.

I would like, Mr. Chairman, with permission, to put in the record some material which describes in more detail our program at home. We would ask you to list Standiford Field and the program as a priority project in your 1991 bill and we would hope that your Committee would allow the FAA to draw down at least the $1.5 billion from the Trust Fund which is requested.

Mr. Chairman, that is my testimony. With permission, I will put the remainder of my material in the record and at this point, I would yield, first, to the Mayor of the City of Louisville for his testimony and then to the County Judge Executive.

Mr. **Abramson**. Thank you, Congressman.

Mr. Chairman, it is good to be with you, again. I want to remind you quickly just a little bit about our project?

Mr. **Lehman**. How is Charlie Benson? Is he still alive?

Mr. **Abramson**. He is doing fine. He is doing well. You asked me the last time. The last time I saw him, I mentioned to him that you had asked.

I want to just remind you quickly about this project because it is somewhat unique. Unique to the extent that there are very few communities that have stepped up first and put up their money and then come to Washington and said, "Join with us in a partnership relationship." City and county has, in fact, already floated $50 million worth of bonds that we are paying the debt service on to be able to develop the area around the airport for the expansion.

The Commonwealth of Kentucky and the leadership of the Governor and the State Legislature supporting his leadership has now committed $50 million of its own money. So, we are not here asking for a handout, Mr. Chairman. We are here asking for the federal government to join with the local government and the state government to give us an opportunity to expand our airports.

As you know, the gridlock that is occurring in the major airports in this country and certainly in our regions such as Atlanta, St. Louis and Chicago, are requiring more and more of those planes to look elsewhere for relocation. And what we are trying to do is provide an opportunity, a release valve, if you will, for a major airport to be located in Louisville, available as of 1995 to take the overflow from the major airports and the surrounding area and to attract—we hope to attract—additional passenger service as well as understanding that we do have a cargo hub in our community. We are the eighth largest cargo airport in the world because the UPS Overnight Air Freight is based in Louisville. And, so, therefore, as they expand and as our passenger service expands, we need to double the size of our airport. Your support would allow us to do that. And we very much appreciate your kind focus on the future of our airport. Thank you.

Mr. **Lehman**. Judge.

Judge **Armstrong**. Thank you very much, Mr. Chairman.

As the Mayor has said, the importance of the parallel runways to our region because of the transportation point that Standiford Field would bring to the entire region, some 40 counties in Kentucky and Indiana means not only prosperity and continued prosperity for the region, but the fact that so much now is being dependent upon selling the central location of our community and our region for economic development.

Increasingly, our choice of distribution is air transport. And with the types of goods that we manufacture and produce in our area, that simply means that we are going to be a central point for distribution throughout the region. So, as we look towards the expansion of the airport and what it means not only to our economy, to the region's economy, we are also looking at the fact that one of our largest, as the Mayor said, transportation companies is United Parcel Service. They are also our county's largest property tax generator and someone who is having some difficulty with finding sufficient revenues to continue the services that are so important to the local level, it is important that we allow this company the opportunity to grow and to provide the services that we need for the region.

We estimate that air travel is expected to double by the year 2000 in our area. And we also expect that the fact that with our being a central location, the expansion of air travel will also relieve those airports, such as O'Hara field, Lambert Field in St. Louis, the opportunity for us to absorb a lot of the capacity on the national system. There are many airlines looking at Standiford Field for potential mini or major hubs. We are on a list with several cities being considered for a maiden hub by United Airlines. The benefits of the expanded airport in just five years are expected to produce for our region 10,000 new jobs and 23 million annually in local and state taxes. By the year 2010, the benefits are expected to be 27,000 new jobs with 378 million in annual wages. So, it is clear that this expansion gives our community and surrounding areas an opportunity for a major financial enhancement in our quality of life.

As the Mayor said, the partnership has already begun with a local commitment of $50 million. The General Assembly and the Governor has added $50 million as well.

Mr. **Lehman**. $50 million from local, $50 million from state and $50 million from FAA? Is that what you said?

Mr. **Mazzoli**. A total of $150 million over a 5-year period. From the FAA over a 5-year period.

Mr. **Lehman**. What response have you had from FAA?

Mr. **Mazzoli**. Well, I think our response has been excellent. I think they see this program as being very important. Obviously, a lot of what they are going to be able to do for us depends on what this committee——

Mr. **Lehman**. So far you have not had any problem?

Mr. **Mazzoli**. Our environmental statement, I think, Jerry, you said was going to be approved by May. So, we are talking about being very much on target.

Mr. **Lehman**. Are you going to run into problems on nighttime flights? The noise problem?

Judge **Armstrong**. Mr. Chairman, presently, we have 46,000 residents in our area that are affected by noise. By 1995, with the expansion and the urban renewal project, 15,000 residents will be affected. By the year 2000, we expect a absolute minimum of somewhere close to 1650 residents will be affected by noise. So, this gives us the opportunity to bring it down, to reduce those citizens impacted by noise.

Mr. **Lehman**. I do not understand how more flights could bring down the noise.

Governor **Wilkinson**. Mr. Chairman, if I may. Attached and parallelling this airport expansion program is really an urban renewal program that the state and city and county are funding that is relocating all, nearly all, if not all of those that would be drastically affected by the expansion of the airport. So, we are solving that in the expansion of the program.

Mr. **Lehman**. Mr. Coughlin.

Mr. **Coughlin**. Thank you, Mr. Chairman. You are well represented here by Congressman Mazzoli. Just let me ask, Are the green lines new runways?

Mr. **Mazzoli**. The green lines are the new lines.

Mr. **Coughlin**. What happens to Standiford and Highland Park and these fairly substantial residential——

Mr. **Abramson**. Those are the neighborhoods that the Governor was referring to. There are 3400 individuals in the Standiford-Prestonian Highland that are being relocated, provided funding for additional housing in other parts of the community. And as they are relocated and thereby given an opportunity to get away from the noise that exists today based on the figures that our County Judge explained and most of the 90-plus, 93 percent of the flights in the evening will take off south, this way, toward the bottom of the page, and land from the south at night, thereby coming over really what is basically the Ft. Knox area and an area that has very, very few neighbors or households, it provides an opportunity to decrease the number of affected folks by significant numbers.

Mr. **Coughlin**. You have a major, major overhaul in the middle of a heavily populated area that you are talking about.

Mr. **Abramson**. Right. We have been very fortunate because 83 percent of those that we have given offers to, to relocate their homes have accepted. Have accepted: 83 percent. We have made offers to almost 70 percent of all the households in the area. There are 14 churches, 12 have accepted the purchase to relocate and get away from the noise and the expansion of the expressways and the railroads that run along the Highland Park area. So, we have been making pretty good offers to allow people to give them a renewed lease on providing themselves and their families with new housing in a much quieter and much more positive environment.

Mr. **Coughlin**. Thank you, Mr. Chairman.

Mr. **Lehman**. Governor.

Governor **Wilkinson**. I cannot add much to what the Judge and the Mayor have already said. And I know you will be pleased about that, Mr. Chairman.

Mr. **Lehman**. Best Governor I have ever heard. [Laughter.]

Governor **Wilkinson**. Just let me say that all of these potential problems, all of the anticipated problems have been approached by the city and the county and the Commonwealth in a logical systematic manner: noise abatement, environmental impact problems, all of those things. The Commonwealth has made a very substantial commitment of $50 million which for us, of course, is in the form of economic development, but bond funding for this project. The city and the county have each spent 25 million, the money up front, so to speak. We are in the process now of trying to relocate those neighborhoods and finish that problem up. So, I will let it rest with that saying that, certainly, locally we are doing our share. The Commonwealth, we have looked at it long and hard and believe that we are exactly on the right track with it, which precipitated that commitment.

Mr. **Mazzoli**. Mr. Chairman, the last word that I have would be to recall again that this is a project in which local, both the city, county and the state have really participated. So, with that, I will leave and we appreciate very much——

Mr. **Lehman**. Leave the Governor with us.

Mr. **Mazzoli**. For the NGA. Thank you very much, Mr. Chairman.

Governor **Wilkinson**. Thank you, Mr. Chairman.

Mr. **Abramson**. Mr. Chairman, we do have some materials that we have submitted for the record.

[The information follows:]

BRIEFING PAPERS
FOR
KENTUCKY CONGRESSIONAL DELEGATION

ON THE

LOUISVILLE AIRPORT IMPROVEMENT PROGRAM

APRIL 19, 1990

KENTUCKY CONGRESIONAL DELEGATION
MEETING OF APRIL 19, 1990

AGENDA

- INTRODUCTIONS
- PROJECT DESCRIPTION/COMPONENTS
- PROJECT ORGANIZATION/PEER REVIEW GROUP
- OVERALL SCHEDULE
- STATUS OF PROGRAM ELEMENT
  - ENVIRONMENTAL ANALYSIS
    - **Status of Document**
    - **Ongoing Work**
    - **Upcoming Events**
  - LAND USE PROGRAMS
    - **Acquisition**
    - **Peer Review Panel**
    - **Demolition**
    - **Upcoming Events**
  - DESIGN
    - **Airfield Layout Plan**
    - **Key Design Issues**
    - **Value Engineering**
    - **Upcoming Events**
  - FINANCE
    - **City/County Investment**
    - **State Investment**
    - **Expected Federal Investment**
    - **Upcoming Events**
- COMMENTS/QUESTIONS
- NEXT STEPS

PROJECT DESCRIPTION

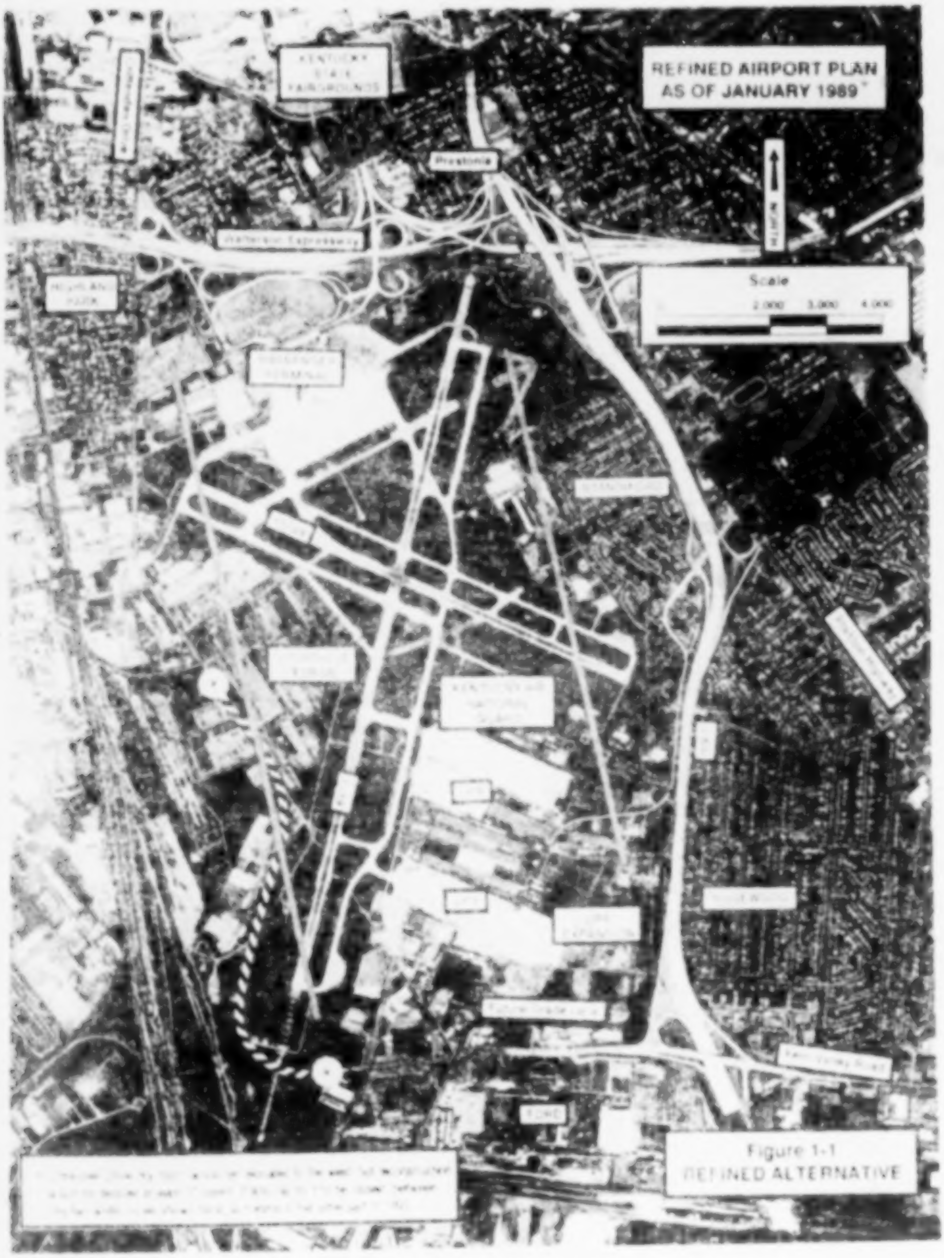

REFINED AIRPORT PLAN
AS OF JANUARY 1989*
KENTUCKY
STATE
FAIRGROUNDS
Prestonia
Watterson Expressway
NORTH
Scale
2,000
3,000
4,000
HIGHLAND
PARK
PASSENGER
TERMINAL
KENTUCKY AIR
NATIONAL
GUARD
UPS
EXPANSION
Future Grade Lane
Fern Valley Road
FORD

Figure 1-1
REFINED ALTERNATIVE

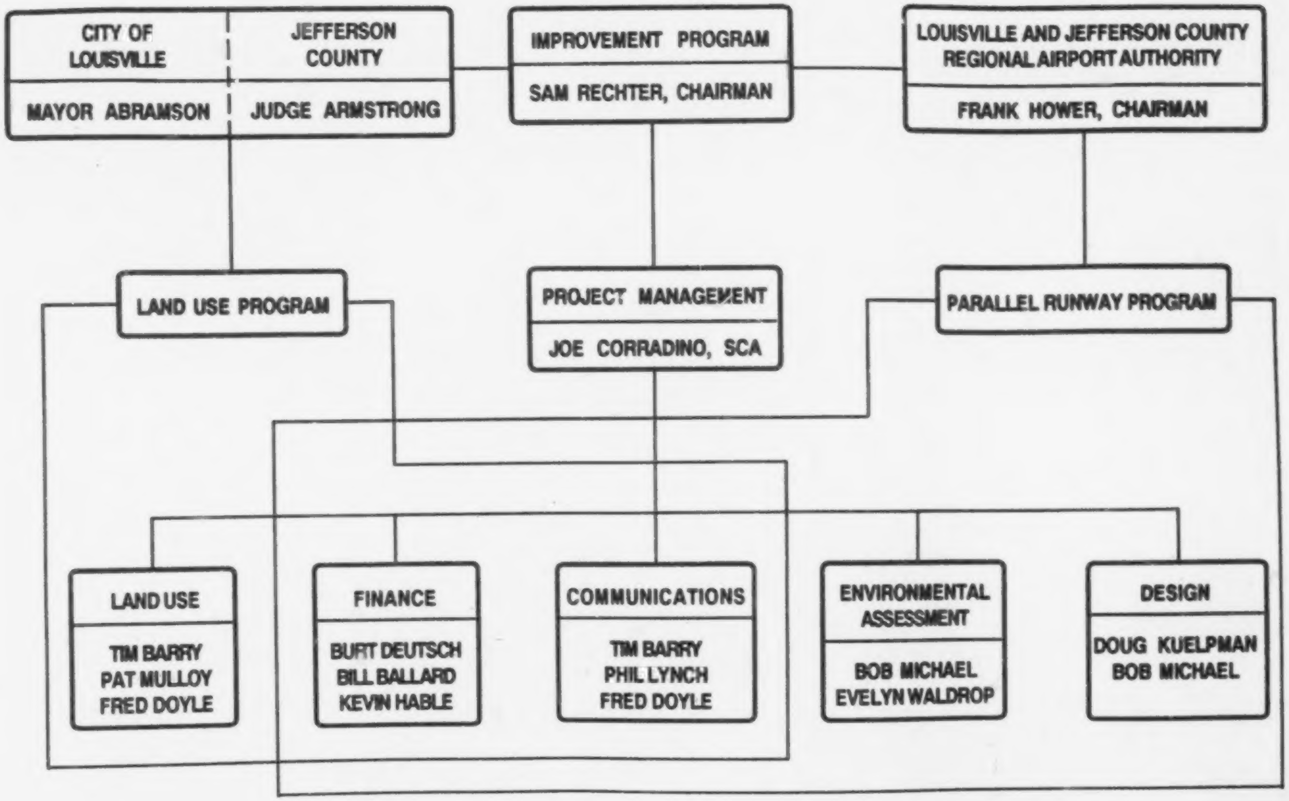
10

PROJECT ORGANIZATION

AND

PEER GROUP

Figure 3
LOUISVILLE AIRPORT IMPROVEMENT PROGRAM
ORGANIZATION


CITY OF LOUISVILLE
MAYOR ABRAMSON
JEFFERSON COUNTY
JUDGE ARMSTRONG
IMPROVEMENT PROGRAM
SAM RECHTER, CHAIRMAN
LOUISVILLE AND JEFFERSON COUNTY REGIONAL AIRPORT AUTHORITY
FRANK HOWER, CHAIRMAN
LAND USE PROGRAM
PROJECT MANAGEMENT
JOE CORRADINO, SCA
PARALLEL RUNWAY PROGRAM
LAND USE
TIM BARRY
PAT MULLOY
FRED DOYLE
FINANCE
BURT DEUTSCH
BILL BALLARD
KEVIN HABLE
COMMUNICATIONS
TIM BARRY
PHIL LYNCH
FRED DOYLE
ENVIRONMENTAL ASSESSMENT
BOB MICHAEL
EVELYN WALDROP
DESIGN
DOUG KUELPMAN
BOB MICHAEL

LOUISVILLE AIRPORT IMPROVEMENT PROGRAM

PEER GROUP

Vince Bonaventura
General Manager
Port Authority of New York
and New Jersey
Building 10
Newark International Airport
Newark, New Jersey 07114
(201) 961-2201

George Buley
18005 Third Avenue, S.W.
Seattle, Washington 98166
(206) 248-2949

T.J. Orr
Airport Manager
PO Box 19066
Charlotte/Douglas International Airport
Charlotte, North Carolina 28219
(704) 359-4000

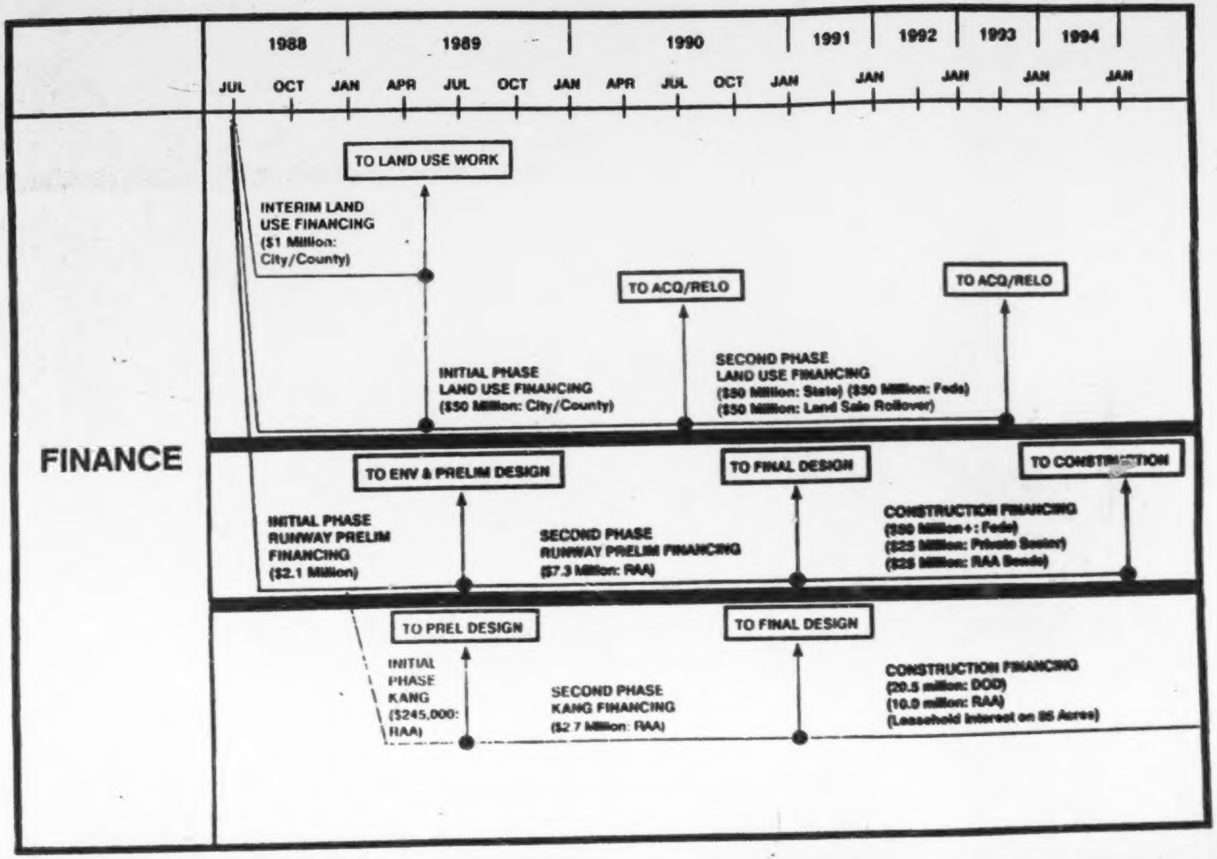
Richard G. Pettit
Senior Director
Planning and Engineering
Dallas/Ft. Worth International Board
PO Box Drawer D/FW
Dallas/Ft. Worth Airport, Texas 75261
(214) 574-2616

Bill Shoenfeld
Deputy General Manager
Department of Airports
PO Box 92216
Los Angeles, California 90000-2216

Four airport people from the northeast, southeast, southwest and west. One FAA (former representative). One airport in the area (Charlotte) is comparable in size to Louisville's.

LAIP
GENERAL SCHEDULE

LOUISVILLE AIRPORT IMPROVEMENT PROGRAM
SCHEDULE
(REVISED 2/1/90)


FINANCE
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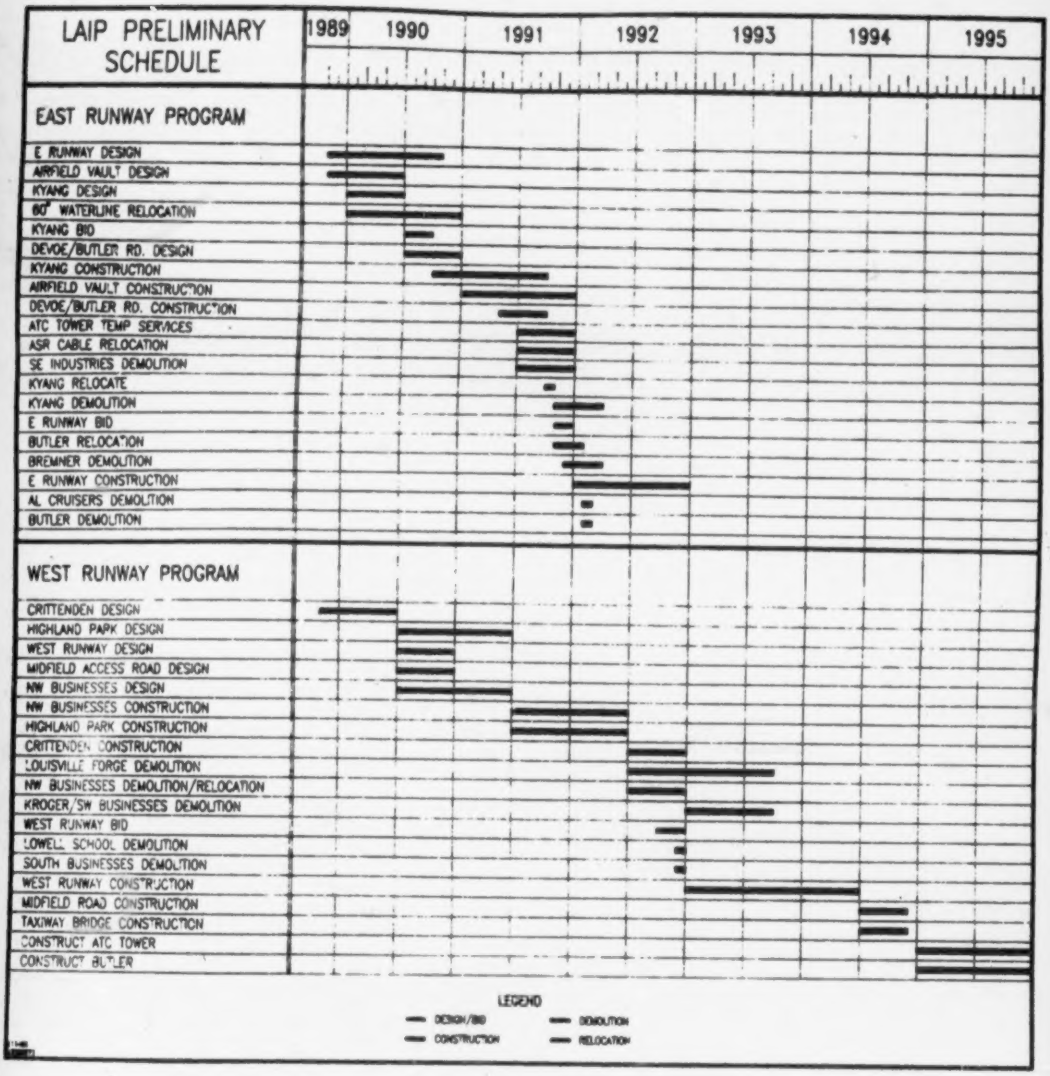
TO LAND USE WORK
INTERIM LAND USE FINANCING ($1 Million: City/County)
TO ACQ/RELO
TO ACQ/RELO
INITIAL PHASE LAND USE FINANCING ($50 Million: City/County)
SECOND PHASE LAND USE FINANCING ($50 Million: State) ($50 Million: Feds) ($50 Million: Land Sale Rollover)
TO ENV & PRELIM DESIGN
TO FINAL DESIGN
TO CONSTRUCTION
INITIAL PHASE RUNWAY PRELIM FINANCING ($2.1 Million)
SECOND PHASE RUNWAY PRELIM FINANCING ($7.3 Million: RAA)
CONSTRUCTION FINANCING ($50 Million+: Feds) ($25 Million: Private Sector) ($25 Million: RAA Bonds)
TO PREL DESIGN
TO FINAL DESIGN
INITIAL PHASE KANG ($245,000: RAA)
SECOND PHASE KANG FINANCING ($2.7 Million: RAA)
CONSTRUCTION FINANCING (20.5 million: DOD) (10.0 million: RAA) (Leasehold Interest on 85 Acres)


LAIP PRELIMINARY SCHEDULE
1989
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1995
EAST RUNWAY PROGRAM
E RUNWAY DESIGN
AIRFIELD VAULT DESIGN
KYANG DESIGN
60" WATERLINE RELOCATION
KYANG BID
DEVOE/BUTLER RD. DESIGN
KYANG CONSTRUCTION
AIRFIELD VAULT CONSTRUCTION
DEVOE/BUTLER RD. CONSTRUCTION
ATC TOWER TEMP SERVICES
ASR CABLE RELOCATION
SE INDUSTRIES DEMOLITION
KYANG RELOCATE
KYANG DEMOLITION
E RUNWAY BID
BUTLER RELOCATION
BREMNER DEMOLITION
E RUNWAY CONSTRUCTION
AL CRUISERS DEMOLITION
BUTLER DEMOLITION
WEST RUNWAY PROGRAM
CRITTENDEN DESIGN
HIGHLAND PARK DESIGN
WEST RUNWAY DESIGN
MIDFIELD ACCESS ROAD DESIGN
NW BUSINESSES DESIGN
NW BUSINESSES CONSTRUCTION
HIGHLAND PARK CONSTRUCTION
CRITTENDEN CONSTRUCTION
LOUISVILLE FORGE DEMOLITION
NW BUSINESSES DEMOLITION/RELOCATION
KROGER/SW BUSINESSES DEMOLITION
WEST RUNWAY BID
LOWELL SCHOOL DEMOLITION
SOUTH BUSINESSES DEMOLITION
WEST RUNWAY CONSTRUCTION
MIDFIELD ROAD CONSTRUCTION
TAXIWAY BRIDGE CONSTRUCTION
CONSTRUCT ATC TOWER
CONSTRUCT BUTLER
LEGEND
DESIGN/BID
DEMOLITION
CONSTRUCTION
RELOCATION

ENVIRONMENTAL ANALYSIS

STATUS OF DOCUMENTATION

It appears that the Federal Aviation Administration will release a Draft Environmental Impact Statement in May, 1990.

LAND USE

Relocation Office Status Report

Activity through April 6, 1990

	Highland Park %	Prestonia %	Standiford %	Total %
Number of single-family dwellings	572	172	375	1,119
Residence offers	382 (67% of 572)	128 (74% of 172)	265 (71% of 375)	775 (69% of 1,119)
Offers accepted	326 (85% of 382)	108 (84% of 128)	212 (80% of 265)	646 (83% of 775)
Closed	286 (87% of 326)	101 (94% of 108)	187 (88% of 212)	574 (89% of 646)

	Commercial Buildings	Businesses	Churches[1]
Totals	50	35	14
Offers	20 (40% of 50)	20 (57% of 35)	14 (100% of 14)
Offers accepted	17 (85% of 20)	16 (80% of 20)	11 (79% of 14)
Closed	10 (59% of 17)	10 (73% of 13)	9 (82% of 11)

	Tenant Family
Total dwelling units	1,453
Total tenant families	360[2]
Total workload/families	158
Offers made	85 (54% of 158)
Not eligible	30
Referred to Section 8	15
Moved	67 (79% of 85)

Through April 6, 1990, **83 percent** of the homeowners have **accepted** the offers made on their homes.

The City/County now own **58 percent** of the dwelling units in the three neighborhoods.

---

[1] The two churches that have not accepted offers are: Church of God of Prophecy and Highland Park Missionary Baptist. Spirit of Peace Baptist Church has verbally agreed to an offer.

[2] Estimated

DESIGN

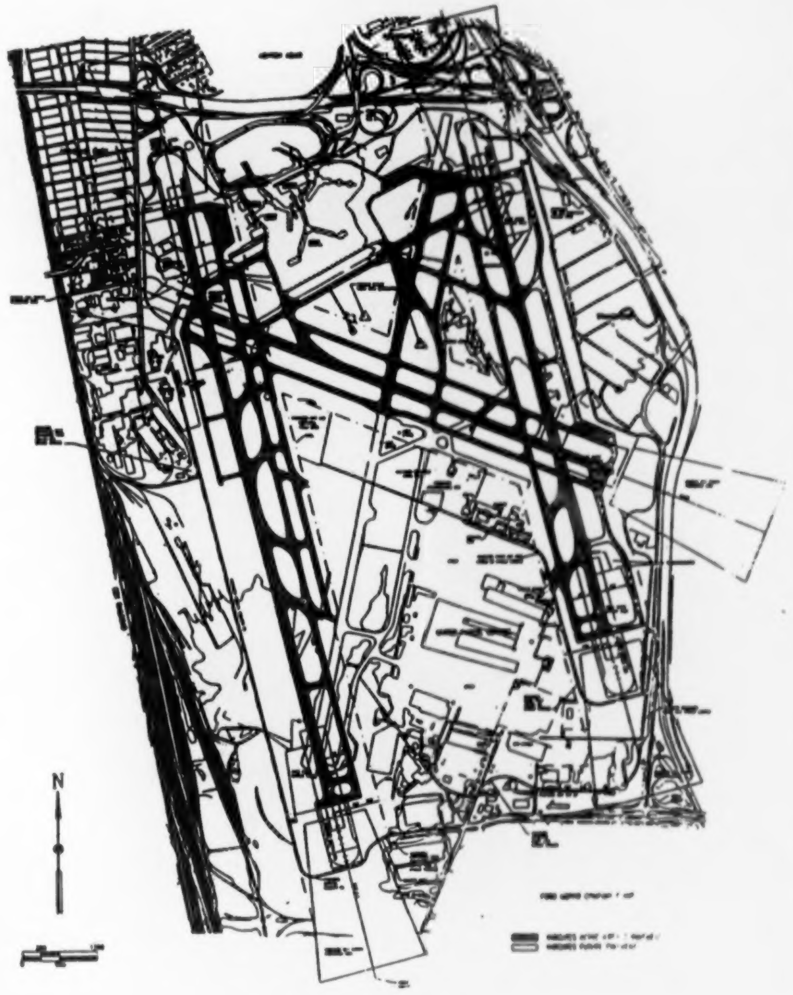
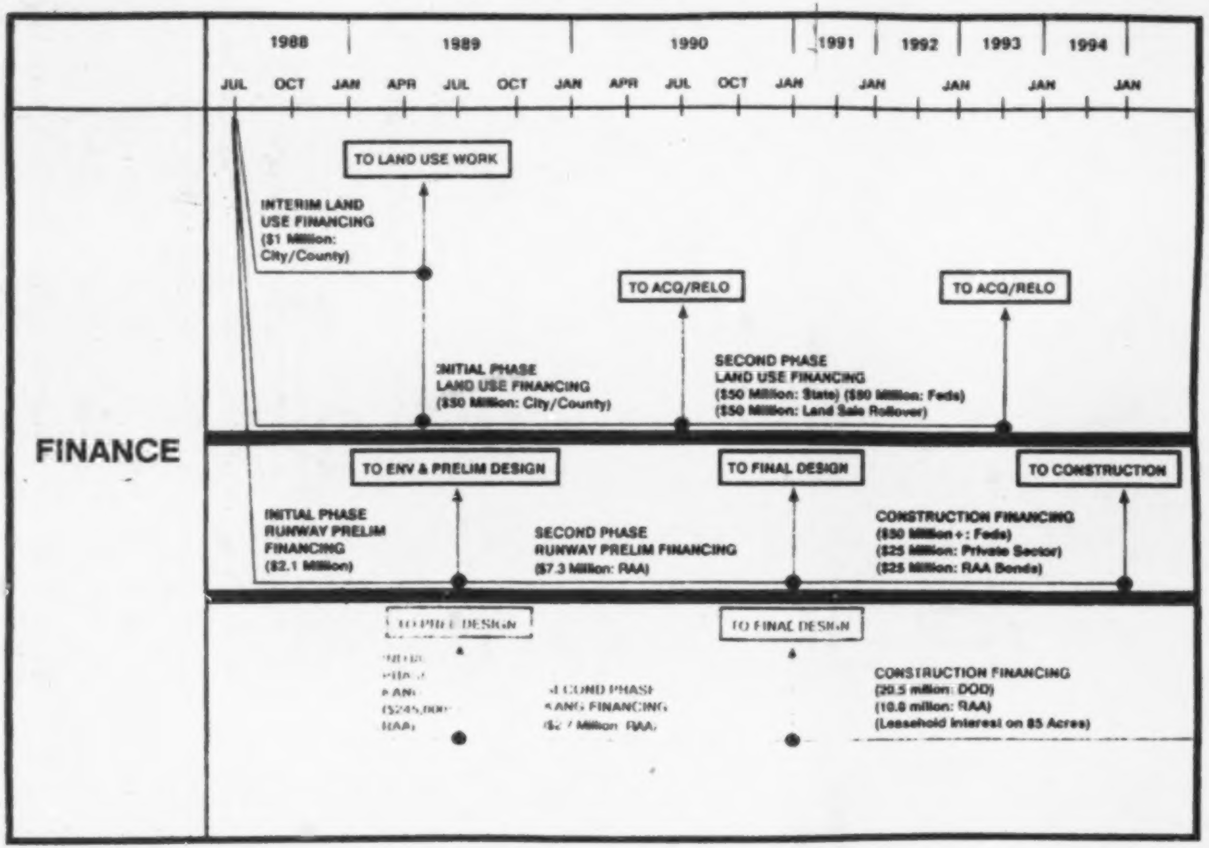


Exhibit 1A
Airport Layout Plan

FINANCE

LOUISVILLE AIRPORT IMPROVEMENT PROGRAM
SCHEDULE
(REVISED 2/1/90)


FINANCE
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SECOND PHASE LAND USE FINANCING ($50 Million: State) ($80 Million: Feds) ($50 Million: Land Sale Rollover)
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CONSTRUCTION FINANCING ($50 Million+: Feds) ($25 Million: Private Sector) ($25 Million: RAA Bonds)
TO PRELIM DESIGN
TO FINAL DESIGN
INITIAL PHASE LAND FINANCING ($245,000 RAA)
SECOND PHASE LAND FINANCING ($2.7 Million: RAA)
CONSTRUCTION FINANCING (20.5 million: DOD) (10.8 million: RAA) (Leasehold interest on 85 Acres)

[illegible] AIRPORT
AUTHORITY
LOUISVILLE
AND JEFFERSON
COUNTY

P.O. BOX 9129
LOUISVILLE, KY
40209-9129

502/368-6524
FAX 502/367-0199

STANDIFORD FIELD
BOWMAN FIELD

March 20, 1990

Mr. John Dempsey
Airport Division Manager
Federal Aviation Administration
3973 Knight Arnold Road
Memphis, Tennessee 38114-304

Dear John:

Consistent with discussions held in your office by my representatives on March 15, this letter is certification that the Regional Airport Authority of Louisville and Jefferson County complied fully with FAA Advisory Circular 150-5100-14B in the selection of its consultants for environmental planning, preliminary design and final design, and the appraisal work associated with properties to be acquired for the Louisville Airport Improvement Program. Information to substantiate this certification is included in five volumes of material on record at my office. The five volumes are as follows:

Volume 1 - Fiscal 1988-1989 Environmental Assessment, Preliminary Design Contracts, and Project Coordination of EA/PD. - $1,960,200.00.

Volume 2 - Fiscal Year 1989-1990 Contracts for Final Design in the following areas.

Project 1: Environmental Site Investigations - $900,000.00
Project 2: Demolition/Engineering Services - $200,000.00
Project 3: Drainage Design Services - $100,000.00
Project 4: Roadway and Railway Design Services - $307,400.00

Volume 3 - Fiscal Year 1989-1990 Contracts for Final Design in the following areas:

Project 5: Utility Design Services - $165,200.00
Project 6: Surveying Services - $200,000.00
Project 7: Photogrametrics Services - $91,000.00
Project 8: Geotechnical Engineering Services - $450,000.00

Volume 4 - Fiscal Year 1989-1990 Contracts for Final Design in the following areas:

Project 9: Rental Car Facility Design - $219,000.00
Project 10: Postal Facility Design - $140,000.00
Project 11: Value Engineering Services - $100,000.00
Final Design - $1,628,700.00
Project Coordination of Final Design - $820,000.00

Volume 5 - Fiscal Year 1988-1989 Contracts for Work on Major Business Appraisals. - $570,200.00

Each of these volumes is assembled so that a complete audit can be conducted for the consultant selection/negotiation process. Each volume begins with a summary of the Regional Airport Authority's Board of Directors action regarding the contracts in questions, followed by a "road map" of the documentation process:

A. Advertisements associated with the Request for Qualifications.

B. Request for Qualifications.

C. Listing of the Consultant Evaluation Group formed by the RAA.

D. Summary matrix of key information contained in qualifications statements submitted by consultants.

E. First screening evaluation process.

F. Results of first screening.

G. Second screening evaluation process.

H. Sample notice to rejected respondents not interviewed.

I. Results of interview process/ranking of consultants.

J. FAA checklist and sponsor certification/negotiations material/executed contract.

This information is submitted consistent with FAA guidelines and procedures so that the Regional Airport Authority may be compensated for this work, which totals $7,842,800, once the Louisville Airport Improvement Program receives approval from the Federal Aviation Administration.

Please contact me at your earliest convenience if any additional information is needed.

Very truly yours,

Robert S. Michael
Robert S. Michael
General Manager

RSM:mm

1778

CITY OF LOUISVILLE
JERRY ABRAMSON
MAYOR

1780

JEFFERSON COUNTY
DAVID L. ARMSTRONG
COUNTY JUDGE/EXECUTIVE

Louisville is a city that owes its existence to transportation. Many early settlers, blocked by the Falls of the Ohio - the only natural obstruction to water navigation between Pittsburgh and New Orleans - chose to remain here rather than portage around the Falls.

By 1830, a canal and lock system had been created around the Falls and the steamboat became the primary mode of transportation. Thousands of our citizens earned livelihoods from warehousing, cartage and other maritime related industries.

Louisville then rode the railroad to prosperity with the Louisville-Nashville Railroad. By the 1870's, the L&N reached as far south as the Gulf of Mexico, allowing Louisville merchants to dominate southern markets.

By the twentieth century, both rail and barge were integral to Louisville's rise as the South's leading center of manufacturing. The relationship between prosperity and transportation continued with the introduction and development in the 1950's of a first-class interstate highway system in and around the Louisville area.

With the growth of air transportation, Louisville was again well positioned to meet the needs of the future. Two airports were developed: Bowman Field in the 1920's and Standiford Field in the late 1930's. Because of physical limitations at Bowman Field, Standiford Field was created on a sprawling tract of farmland in an area that was then on the outskirts of the city. By 1947, all commercial flights were moved to Standiford Field and in 1950 a new and modern terminal was dedicated. Over the next few decades Standiford Field was altered several times to accommodate the growth in air traffic. At this time, Louisville's future in air service seemed boundless - confirming the role transportation had played in shaping our past.

However, our ability to compete with other communities was greatly diminished in the 1960's and 1970's when we failed to develop new air transportation facilities that would meet the demands of the future. With the advent of deregulation and the creation of the hub system by the airlines, Louisville did not have the physical facility to accommodate these changes in the industry. Our competitive edge was lost until the leadership in the community recognized that a bold initiative was needed to regain our position as a city on the move.

In 1988, a $300+ million Airport Improvement Program was launched that will again catapult this community to its rightful position as a leader in commerce and industry. The scope and timetable of this project is unlike any other attempted by a similar mid-sized city.

This plan, which calls for the building of two new parallel runways at Standiford Field by 1995, will have a major economic impact on this community. It also means that we will go a long way toward averting a growing air service crisis here in Louisville. And it will help to address the growing gridlock crisis in the skies that the FAA Administrator says is now choking the major metropolitan areas. When the airport expansion program is completed, Louisville will have airside facilities as fine as any in this region.

Louisville's airport improvement program calls for two new runways to be built about 5,000 feet apart to accommodate the aviation demands of the future. The new runways will allow simultaneous takeoffs and landings in all weather conditions, and the potential to expand to 90 gates at the terminal, giving us the capability to accommodate a major or mini hub. More flights to more places will also increase the whole region's attractiveness to business and industry.

The attractiveness of the Louisville area is underscored by the arrival of United Parcel Service to this community a decade ago. Since 1982, UPS has consolidated its package delivery business in Louisville. Standiford Field is now the eighth busiest air cargo airport in the world, and the fifth most active cargo facility in the United States.

With this expansion in the package delivery business came increasing pressure on the airfield's capacity. Currently, for several hours each day the capacity of Standiford Field - which essentially operates as a one-runway airport - is at its peak. As UPS's operations grow, both at night and during the day, capacity problems are expected to continue unless improvements are made.

Airport capacity is one of the major issues facing aviation throughout the United States. This need is recognized both in the National Plan of Integrated Airport Systems and the Federal Aviation Airport Authority Capacity Enhancement Plan. In these plans, FAA anticipates very few major new airports and instead relies heavily on expansion of existing facilities to gain the capacity that is required for future air traffic. Louisville, with its central location, is in a position to provide additional capacity to serve the national airport system plan.

The expansion of Louisville's Standiford Field has been a cooperative venture to date, involving unprecedented financial commitment and support from the state, city and county governments and from the Regional Airport Authority.

Land clearance for airport expansion is a critical first need. Standiford Field is centrally located in an urban environment. Residential areas and various commercial centers lie to the east and west of the airfield. To allow the improved airport to co-exist with its neighbors, the City of Louisville and Jefferson County have provided $50 million in local bond funds for urban renewal programs in four neighborhoods surrounding Standiford Field.

These areas are being cleared of incompatible land uses, and residents and business owners are being relocated. The cleared land then will be developed for uses compatible with the expanded airport.

The urban renewal effort began in 1987 with acquisition of the first neighborhood area, with the cleared land resold to UPS for a $150 million expansion of its cargo hub. Acquisition programs in the other three neighborhoods began in May 1989.

Now, just 11 months later, over 60 percent of the 1,100 single-family residential units have been acquired. Additionally, 12 of 14 churches have been purchased and approximately one-half of all small businesses eligible for relocation have moved.

The Commonwealth of Kentucky joined the partnership in March 1990, when the General Assembly approved $50 million in bonds to support the airport improvement program. These dollars will allow acquisition and relocation of major businesses that must be moved for the new runways.

The Louisville and Jefferson County Regional Airport Authority also has invested funds in almost $10 million worth of design and related work, so that the expanded airfield can move into construction as soon as the project is approved by the FAA. Effectively, design on the Louisville Airport Improvement Plan will be completed by the end of 1990.

The Authority also has been responsible for preparation of the Environmental Assessment, now being reviewed by the FAA. Publication of a Draft Environmental Impact Statement is expected in May 1990.

Because of these funding partnerships described above, fully one-half of the $300 million cost of Louisville's airport expansion will be borne by non-federal sources: $50 million from the City of Louisville and Jefferson County, $50 million from the Commonwealth of Kentucky, and $50 million from other local sources.

But we can't complete the project on our own. We need a helping hand -- not a handout, since $150 million is already committed.

We ask that $10 million in federal funds be earmarked for this project for the federal fiscal year ending September 30, 1990. Additionally, we ask that $140 million in federal funds be earmarked over the next five fiscal years so that this project can be completed by 1995.

Even at this level, the federal share of the project is considerably lower than the typical 90 percent that most airports of a smaller size have received for their programs.

The cooperative nature of the Louisville airport expansion project is indicative of the aggressive and positive attitude of the leadership in Louisville and the state of Kentucky. We believe that air transportation is the critical catalyst for the economic vitality of a major metropolitan area. However, we also believe that unless a community helps itself, outside federal support will be limited in its timing and amount.

With an expanded airport added to the highway, rail, and barge networks already in place here, Louisville, Kentucky is poised to once again become a major transportation center.

Jerry E. Abramson
Mayor

David L. Armstrong
County Judge/Executive

Mr. **Lehman**. Governor, why do you not stay where you are and then you might as well do the other bit.

Governor **Wilkinson**. Very well.

Mr. **Lehman**. Thank you, Governor. Put on your other hat.

Tuesday, April 24, 1990.

FEDERAL HIGHWAY ADMINISTRATION, NATIONAL GOVERNORS' ASSOCIATION

WITNESS

GOV. WALLACE WILKINSON OF KENTUCKY

Governor **Wilkinson**. Mr. Chairman, you are kind to allow me to wear two hats this morning. I appreciate that. I want to submit for the record a statement from myself and Governor Orr. Governor Orr is chairman and she could not be here this morning, so I will try my best to be a brief substitute, Mr. Chairman.

On behalf of my fellow governors here representing the National Governors' Association, I am pleased to have this opportunity and I am pleased to have it to visit with you, personally, about a matter that is near and dear to each of us: Highway funding and the Highway Trust Fund.

Nebraska Governor Kay Orr and I wrote you last month to encourage your support of what we call "Project 15". Setting the obligation ceiling at 15 billion is the National Governors Association's top priority for transportation for this year. A goal, that I might add that has virtually has the support of every governor. I believe 47 governors signed the policy statement. And I believe it is safe to say that all 50, probably, agree with it.

Now, we all know that you are wrestling with overcoming a budget deficit. Deficit reduction is absolutely essential, of course, to sustaining economic growth. No one understands and appreciates that any more than the nation's governors do. We are all making sacrifices. However, the immediate impact of Project 15 on the deficit is minimal. This is because the pay-out schedule for highway priorities is over a 5- to 7-year period and, in fact, increasing the highway obligation ceiling to $15 billion will increase outlays during fiscal 1991 by only about $390 million. That is according to the Congressional Budget Office numbers.

Interest, alone, during the years is projected at $920 million, more than twice what the governors propose in added outlays. The important concept, in our view, Mr. Chairman, is to provide a direct parallel between annual receipts in the Trust Fund, including interest and the basic state highway programs covered by this obligation ceiling.

We urge you to consider the prosperity of your states, because states are in critical need. And I emphasize the word "critical" of the additional obligation authority to spend the highway funds that we have already, in essence, been given.

Any increase in the obligation ceiling does not provide new funds to states. It only permits the states to spend some of the $9 billion in carry-over funds that have been withheld in the past. Setting the obligation ceiling at $15 billion is both financially possible and fair. The Highway Trust Fund's cash balance plus projected receipts includes more than enough room for a $15 billion obligation ceiling. As you know, this is not new money, Mr. Chairman. It is money that exists now in the Federal Highway Trust Fund. It is money that was raised to build new and better roads. By raising the obligation ceiling, you will be restoring trust to the Transportation Trust Fund. The consequences of delay are substantial. Deferred improvements create inefficiency in the transportation system affecting economic performance of virtually every state in this nation. And the longer construction is delayed, the costs rise with inflation in construction costs, and this diminishes the value of those limited resources.

So, while others talk about raising the gasoline tax or taking the Highway Trust Fund off budget, governors are pushing right now for putting these already collected taxes to work. These are needed to provide road and bridge projects throughout the nation. The need for maintenance and repair is almost overwhelming. It is our strongest hope that you will give high priority to setting the obligation ceiling at $15 billion.

Mr. Chairman, this Subcommittee has some critical decisions to make in the coming weeks. I have come before you today representing the nation's governors to urge you to take action. Please exercise your leadership to increase the highway obligation ceiling to $15 billion. And I thank you for the opportunity of personally appearing, today.

Mr. LEHMAN. Do you, the states, have sufficient matching funds to fully match the additional money if such a windfall should be forthcoming?

Governor WILKINSON. Yes. Indeed, we do, Mr. Chairman. I think I can safely say that. But now we were waiting with some degree of anticipation to find out what is going to happen with the reauthorization act and the percentage of matching funds which causes us great concern. What is the match amount going to be? Is it going to remain at 75–25, basically, on most of those projects? Or is it going to 50–50? But if it remains as is, I think that I can say with all degree of confidence that we do have the matching funds available to match the $15 billion obligation ceiling.

I might add, Mr. Chairman, in our own case, 39 states have increased our gasoline tax in the last four or five years. In our own case, we have raised an additional substantial amount of money for the road fund just in this past session of our General Assembly.

Mr. LEHMAN. Do you have any particular comments for yourself or for the governors in regards to the National Transportation Policy as recently outlined by Secretary Skinner?

Governor WILKINSON. Well, yes, I do. Just briefly, I will say that flexibility is the key word. And while we in fact do believe that the policy should set broad goals and outlines and broad objectives, we want to ask that we please be allowed the flexibility within those broad outlines and goals to determine how to address our needs in the various states. And, secondly, our great concern there, again, is the match. If we are forced, for instance, to a greater matching percentage what happens is, is that the maintenance and repair on our other roads in the state will simply be reduced so that the leverage on the federal matching portion of it would force us to spend money on those things, spread it over more projects, and it would be devastating, in my view, to the states.

Mr. LEHMAN. Mr. Coughlin.

Mr. COUGHLIN. Thank you, Mr. Chairman.

The National Transportation Strategy also suggests some flexibility in using funds from the Highway Trust Fund for transit purposes, for example, as well as for highways. Do you have any comments on that?

Governor WILKINSON. Well, yes. We are on record, of course, with our National Transportation Policy favoring the flexibility to do that. Again, what the National Transportation Policy advocates is greater leveraging and greater federal control over the number of highways to be maintained and repaired by greater matching. And that causes us, again, great concern. I cannot overemphasize that.

Mr. COUGHLIN. Thank you, Mr. Chairman.

Thank you for being here, Governor Wilkinson.

Mr. LEHMAN. Mr. Durbin?

Mr. DURBIN. I have no questions.

Mr. LEHMAN. Thank you, Governor.

Governor WILKINSON. Mr. Chairman, thank you. You are kind.

[The prepared statement of Governor Wilkinson follows:]

20a

NATIONAL
GOVERNORS'
ASSOCIATION

Terry E. Branstad
Governor of Iowa
Chairman

Booth Gardner
Governor of Washington
Vice Chairman

Raymond C. Scheppach
Executive Director

Hall of the States
444 North Capitol Street
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Telephone (202) 624-5300

Statement of

GOVERNOR WALLACE G. WILKINSON

before the

SUBCOMMITTEE ON TRANSPORTATION

of the

COMMITTEE ON APPROPRIATIONS

U.S. HOUSE OF REPRESENTATIVES

on the

FEDERAL HIGHWAY OBLIGATION CEILING FOR FY 1991

April 24, 1990

Mr. Chairman and Members of the Subcommittee

On behalf of my fellow Governors, I am pleased to have this opportunity to visit with you personally on a matter near and dear to each of us -- highway funding and the highway trust fund. Nebraska Governor Kay Orr and I wrote you last month to encourage your support for what we call "Project 15." Setting the obligation ceiling at $15 billion is NGA's top priority for transportation this year -- a goal that has the support of virtually every Governor.

I know you are wrestling with overcoming a budget deficit right now. Deficit reduction measures are absolutely essential to sustain economic recovery and we all are making sacrifices. However, the immediate impact of Project 15 on the deficit is minimal, since the pay-out schedule for highway projects is five to seven years. In fact, increasing the highway obligation ceiling to $15 billion would increase outlays during fiscal 1991 by only $390 million, according to the Congressional Budget Office. Interest alone during the year is projected at $920 million, more than twice the level of the additional outlays the Governors propose.

This proposal would not change current law regarding those items funded over and above the obligation ceiling. Therefore, depending on the cost of statutory exclusions from the ceiling, total obligations would be in the range of $16 billion-$17 billion. The important concept, Mr. Chairman, is to provide a direct parallel between annual receipts (including interest) and the basic state highway programs covered by the obligation ceiling.

As representatives serving in the Congress, you are charged with protecting the welfare of the nation. But you must also consider the prosperity of your state. States are in critical need of the additional obligation authority to spend the highway funds the state already has been given -- each of our state's future growth depends on it. An increase in the obligation ceiling does not provide new funds to states; it only permits the states to spend some of the $9 billion in carryover funds that have been withheld under prior year obligation ceilings.

Setting the obligation ceiling at $15 billion is both fiscally possible and fair. The highway trust fund's cash balance, plus projected receipts, includes more than enough room for raising the obligation ceiling to $15 billion. This represents a 25 percent increase in obligations. The U.S. Department of Transportation has conceded that a 35 percent increase in obligations is possible. This has been reinforced by the General Accounting Office.

There are extended debates on the size of the surplus in the highway trust fund. Budget Director Richard Darman and Transportation Secretary Sam Skinner have both conceded that the budget deficit -- not any deficiency in the highway trust fund -- prevents the administration from supporting a higher obligation ceiling.

This is not new money, Mr. Chairman. It is money that exists now in the federal highway trust fund. It is money that was raised to build new and better roads, not to serve as a repository existing primarily to offset the federal budget deficit. By raising the obligation ceiling and allowing access to funds that should be spent as intended, for the betterment of our ailing highway system, you will be restoring "trust" to the transportation trust funds.

No one disagrees with the concept of putting trust back in the trust fund. House Majority Leader Richard Gephardt has stressed the importance of investing in the nation's highways. Both he and Speaker Tom Foley have offered essential support for raising the obligation ceiling to the highest possible level. When the speaker appeared before the National Governors' Association during our recent winter meeting, he told us that he favors exhausting the trust fund and committing ourselves, as our forebears did, to investing in our infrastructure to ensure our competitive future. "The failure to spend the funds accumulated in those trust funds might make the budget look smaller," he said, "but they imperil the long-term economic health by robbing us of the foundations of that prosperity."

The speaker was right. I think we agree that we have to use those funds as originally intended. I think we know that using the highway trust fund to mask the extent of the deficit won't work much longer. Our biggest foe in this effort is not disagreement on the issue but timing.

The consequences of delay are substantial. Deferred improvements create inefficiencies in the transportation system affecting economic performance. And the longer construction is delayed, the costs rise with inflation in construction costs. This diminishes the value of limited resources.

While others talk about raising the gasoline tax, taking the highway trust fund off budget, and creating new formulas for distributing post-Interstate program funds, Governors are pushing right now for putting already-collected taxes to work on vital road and bridge projects throughout the nation. It is our strongest hope that you will give high priority to setting the obligation ceiling at $15 billion nationally.

Mr. Chairman, this subcommittee has some critical decisions to make in the next several weeks. I come before you today to urge you to take action. Please exercise your leadership to release these funds being held in the highway trust fund.

February 25, 1990

The Honorable Jamie L. Whitten
Chairman, Committee on Appropriations
U.S. House of Representatives
Washington, D.C. 20515

The Honorable Silvio O. Conte
Ranking Minority Member, Appropriations
U.S. House of Representatives
Washington, D.C. 20515

The Honorable Leon E. Panetta
Chairman, House Budget Committee
U.S. House of Representatives
Washington, D.C. 20515

The Honorable Bill Frenzel
Ranking Minority Member, Budget Committee
U.S. House of Representatives
Washington, D.C. 20515

The Honorable Robert C. Byrd
Chairman, Committee on Appropriations
United States Senate
Washington, D.C. 20510

The Honorable Mark O. Hatfield
Ranking Minority Member, Appropriations
United States Senate
Washington, D.C. 20510

The Honorable Jim Sasser
Chairman, Committee on the Budget
United States Senate
Washington, D.C. 20510

The Honorable Pete V. Domenici
Ranking Minority Member, Budget
United States Senate
Washington, D.C. 20510

Dear Chairmen and Ranking Minority Members:

We are writing to urge your support in setting the Highway Trust Fund obligation ceiling at $15 billion. This level of spending is fully supported by the amount of gas tax revenues expected to flow into the Highway Trust Fund this year.

Countless infrastructure studies and reports have accurately documented the pressing problems every state faces in meeting the growing maintenance and rehabilitation needs of highways and bridges. There is no question that the financial resources required to sufficiently address the problem are great and that states will continue to bear the major responsibility for funding. However, at a time when highway and bridge needs are critical and expenditures inadequate, gas tax revenues continue to accumulate in the Highway Trust Fund.

Setting the highway obligation ceiling at $12 billion, as the President has recommended, will cut highway spending in FY 1991 by $240 million and deprive taxpayers of some $3 billion worth of transportation improvements they are paying for at the gas pump this year.

We recognize the budgetary problems this country faces but we also recognize the need to invest in the future. Taxes collected from highways users should be spent on transportation improvements and not to disguise the federal deficit. By setting the Highway Trust Fund obligation ceiling at $15 billion you will take a major step toward putting the public "trust" back into the transportation trust funds.

We know you share our concern about the relationship between this nation's economic performance and our commitment to transportation investment. Your assistance to the states in meeting that investment responsibility by increasing the highway obligation ceiling to $15 billion is greatly appreciated.

Sincerely,

Wallace G. Wilkinson
Wallace G. Wilkinson - Kentucky

Bob Miller
Bob Miller - Nevada

Joe Frank Harris
Joe Frank Harris - Georgia

Bill Clinton
Bill Clinton - Arkansas

Michael Dukakis - Massachusetts

Richard F. Celeste
Richard F. Celeste - Ohio

Neil Goldschmidt - Oregon

Buddy Roemer
Buddy Roemer - Louisiana

Cecil D. Andrus
Cecil D. Andrus - Idaho

Steve Cowper - Alaska

George A. Sinner, North Dakota

Norman H. Bangerter
Norman H. Bangerter - Utah

Michael J. Sullivan - Wyoming

J. Florio
James J. Florio - New Jersey

Terry E. Branstad
Terry E. Branstad - Iowa

Carroll Campbell
Carroll A. Campbell - South Carolina

Kay Orr
Kay A. Orr - Nebraska

John Ashcroft
John Ashcroft - Missouri

Booth Gardner
Booth Gardner - Washington

Michael N. Castle
Michael N. Castle - Delaware

William Donald Schaefer William Donald Schaefer - Maryland	Madeleine M. Kunin Madeleine M. Kunin - Vermont
Tommy G. Thompson Tommy G. Thompson - Wisconsin	Rose Mofford Rose Mofford - Arizona
William A. O'Neill - Connecticut	Roy Romer Roy Romer - Colorado
Lawrence Douglas Wilder L. Douglas Wilder - Virginia	Ray Mabus Ray Mabus - Mississippi
Bob Martinez Bob Martinez - Florida	Rudy Perpich - Minnesota
John Waihee John Waihee - Hawaii	Garrey E. Carruthers - New Mexico
Larry Guerrero Lorenzo I. DeLeon Guerrero	Northern Mariana Islands
Peter T. Coleman Peter T. Coleman - American Samoa	George Mickelson George S. Mickelson - South Dakota
Joseph F. Ada Joseph Ada - Guam	George Deukmejian George Deukmejian - California
Stan Stephens Stan Stephens - Montana	James R. Thompson James R. Thompson - Illinois
James J. Blanchard James J. Blanchard - Michigan	John McKernan John R. McKernan, Jr. - Maine
Henry Bellmon Henry Bellmon - Oklahoma	Guy Hunt Guy Hunt - Alabama
Mario M. Cuomo Mario M. Cuomo - New York	B. P. Clements Jr. William P. Clements, Jr. - Texas
Evan Bayh Evan Bayh - Indiana	Judd Gregg Judd Gregg - New Hampshire
Robert P. Casey Robert P. Casey - Pennsylvania	Edward D. DiPrete Edward D. DiPrete - Rhode Island 4/11/90
Ned McWherter Ned Ray McWherter - Tennessee 4/11/90	Gaston Caperton Gaston Caperton - West Virginia 4/11/90
Jim Martin Jim Martin - North Carolina 4/11/90	

ORIGINAL ON FILE

Tuesday, April 24, 1990.

FEDERAL AVIATION ADMINISTRATION, EVANSVILLE AIRPORT

WITNESS

HON. FRANK McCLOSKEY, U.S. REPRESENTATIVE FROM THE STATE OF INDIANA

Mr. Lehman. Congressman McCloskey.

Mr. McCloskey. Thank you, Mr. Chairman, distinguished members of the panel. It is an honor to be here before you today. Mr. Chairman, I once again ask your help and support as to some concerns directly relating to the Evansville Airport in which you have been so generous in your time and consideration in the past. It goes to safety concerns as to the recently relocated, expanded and improved Evansville Airport, which is a major transportation hub for our tri-state area down there in Southwestern Indiana of Indiana, Illinois and Kentucky. Some 500,000 passengers a year go in and out of there. And if I may be permitted to summarize my statement and have my statement submitted for the record, rather than to belabor your time, I think it is well know—and Mr. Durbin is not too far from the area—that Indiana and that area of Indiana in particular has a reputation for frequent tornadoes and severe weather. In fact, some people call that area of the country, "Tornado Alley". As I recall, there was a very severe tornado about a year ago in Fort Branch, Indiana, which brought me back there. It came just about a time when this committee was meeting last to consider Doppler. And very simply speaking, Mr. Chairman, we have two basic concerns. And I guess if we had to prioritize, it would be (1) the availability of the NEXRAD Doppler, but also, if possible, the terminal Doppler.

According to the FAA, their plans are to serve the very populous tri-state area headed by Evansville with Doppler that would be located in Louisville, Paducah and Indianapolis. When all this came up in the last two or three years, I and the Chamber of Commerce and others in the Evansville area got together and participated in a technical study as to the functionality of the FAA plan for the wide-area Doppler. And if I could submit that for the record, Mr. Chairman? It is called the Report of the Advisory Panel, NEXRAD Capabilities and the Impact on Evansville, Indiana.

I would stress this is not a political document or a bunch of philosophers getting together or anything like that. This is a report from meteorologists, aviation experts, people who are very well versed and well grounded in the technical aspects of this Doppler priority and location. They give a 10- or 12-page report with appendices, but if I could just read for the record their conclusion as to the Doppler plans for Evansville.

"Generally, wind information from the clear air could not be obtained over Evansville. Tornadoes cannot be detected near Evansville. Tornado warnings for which detection of mecacyclones is a key Doppler Radar capability, would be compromised in the sense that small and some mecacyclones in the typical category would escape detection near Evansville. Strong low-level winds near Evansville would not be detected by radar and low-level windshear detection would not be possible."

In essence, we have gone over this for some two years as to the NEXRAD or wide-area Doppler and the technical and the lay opinion in the area is that we would be left out of very, very important safety capabilities.

We have talked in some detail with the FAA and the Weather Service as to compromise proposals as to this concern, Mr. Chairman. For example, beyond my technical capabilities, but with the help of staff and experts in the Evansville area, we had suggested that, perhaps, even if the locations of the NEXRAD Doppler at Paducah, Indianapolis, and Louisville were to remain as they are, our area could be helped very much as to safety concerns by so-called "Pup" system or booster station to be located between Evansville and Paducah. We have received no positive reaction, whatsoever on that request.

Also, very briefly, and I realize the technology is not on line, yet; but, as you know, we have the windshear Doppler, the terminal area Doppler coming on line. And, again, given the volume of traffic in and out of the Evansville Airport, the fact that it is the hub of the Tri-State and the fact that we are in essence "Tornado Alley" we would ask, at least, Mr. Chairman, for some sort of review as to both these Doppler systems. Not only places like Evansville, because you cannot be in here all the time arguing for your community to jump the line, but I think as a matter of national priority and national safety planning, communities nationwide like the Tri-State area should not be left out of this planning for arbitrary budgetary reasons.

Mr. LEHMAN. Thank you, Congressman McCloskey. You have always done a good job in representing your area as far as their needs in transportation.

Yesterday, we had some very good testimony from the FAA on NEXRAD and Doppler, and that transcript should be available in a matter of weeks, and to bring you up to speed, if you need to be, I would suggest that you have your staff look at that transcript so that you know at least what the FAA is saying about the implementation of both NEXRAD and Doppler.

Mr. MCCLOSKEY. I think we know what they have been saying unless they have changed their priorities recently. We have been left out, Mr. Chairman.

Mr. LEHMAN. Well, this is on the record so it might be more substantive than what you have.

Mr. MCCLOSKEY. Great. And I would just say, also, I would like to submit a letter along with a petition from the City of Evansville, the mayor of Evansville and several hundreds of people, including some 66 pilots from the area join me in these concerns, Mr. Chairman.

Mr. LEHMAN. Just provide that to the Committee.

Mr. MCCLOSKEY. Great. Thank you very much, Mr. Chairman.

Mr. LEHMAN. Thank you.

Mr. Coughlin.

Mr. COUGHLIN. Thank you, Mr. Chairman.

We appreciate your appearance here. We certainly need your support when the bill gets to the floor. Thank you.

Mr. Lehman. Thank you.

Mr. Durbin.

Mr. Durbin. Mr. Chairman, having been born and raised in Illinois, I can't tell you how many times I went down in the basement with my parents in the middle of the night or middle of the afternoon with another tornado warning. It is part of life in the Midwest, and I think, unfortunately, from Frank McCloskey's point of view, his is one of the worst areas. It really is a concern, particularly when you consider the distance away from Evansville where they are proposing to put the radar systems; that there will be some gap here.

There seems to be a special need in your area, Frank. I appreciate your bringing this to the attention of the subcommittee and I will be glad to work with my colleagues and with you to see if we can help.

Thank you very much, Mr. Chairman.

Mr. Lehman. Thank you.

Mr. McCloskey. Thank you again, Mr. Chairman.

[The prepared statement of Mr. McCloskey follows:]

TESTIMONY OF CONGRESSMAN FRANK McCLOSKEY
BEFORE THE HOUSE COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON TRANSPORTATION

April 24, 1990

MR. CHAIRMAN, DUE TO THE TENDENCY FOR VIOLENT STORMS IN MY DISTRICT, AND BECAUSE OF QUESTIONS ABOUT THE APPROPRIATENESS OF THE CURRENTLY PLANNED CONFIGURATION OF NEXRAD LONG-RANGE WEATHER RADAR SYSTEMS, I AM PLEASED TO HAVE THE OPPORTUNITY TO APPEAR BEFORE THIS SUBCOMMITTEE. I HAVE COME TO REQUEST THAT EVANSVILLE REGIONAL AIRPORT IN EVANSVILLE, INDIANA RECEIVE CONSIDERATION FOR FUNDING FROM THE FEDERAL AVIATION ADMINISTRATION (FAA) BUDGET FOR BOTH A TERMINAL DOPPLER WEATHER RADAR (TDWR) UNIT AND ALSO AS A SITE FOR NEXRAD, A LONG-RANGE RADAR WEATHER SYSTEM, OR FOR A TERMINAL NEXRAD UNIT.

ON APRIL 4, 1989, THE SAME DAY THIS SUBCOMMITTEE LAST MET TO DISCUSS DOPPLER FUNDING, A TORNADO RIPPED THROUGH FT. BRANCH, INDIANA, INJURING 8, DESTROYING 38 HOMES AND DOING $8 MILLION IN DAMAGE. THE CLOSEST OF THE PROPOSED DOPPLER WEATHER RADAR STATIONS IN THE NATIONAL WEATHER SERVICE'S CURRENTLY PLANNED DOPPLER CONFIGURATION IS 85 MILES AWAY, IN LOUISVILLE. ALTHOUGH THIS STORM WAS NOT DETECTED BY CURRENTLY AVAILABLE FORECASTING METHODS, ACCORDING TO THE CRITICS OF THE NATIONAL WEATHER SERVICES'S STATEMENTS ABOUT THE EFFECTIVENESS OF DOPPLER, A NEXRAD UNIT IN LOUISVILLE WOULD NOT HAVE BEEN ABLE TO DETECT THE FT. BRANCH TORNADO EITHER.

IT IS MY UNDERSTANDING THAT THE FAA CONTRIBUTES 100% OF THE FUNDING FOR THE TDWR STATIONS, AT A TOTAL COST OF OVER $320 MILLION FOR 47 UNITS. I FURTHER UNDERSTAND THAT AN OPTION REMAINS TO OBTAIN AN ADDITIONAL 55 OF THESE SYSTEMS AT SOME FUTURE TIME. THESE TDWR UNITS, WHICH HAVE A RANGE OF ABOUT 15 MILES, SERVE TO PROTECT AIR TRAFFIC FROM THE SUDDEN SHIFTS IN WIND SPEED AND DIRECTION THAT CREATE THE WIND SHEAR EFFECT THAT HAS CONTRIBUTED TO OVER 500 DEATHS IN THE PAST 17 YEARS.

INDEED, FORMER SECRETARY OF TRANSPORTATION JIM BURNLEY SAID THAT THE TDWR SYSTEM "HAS A GREATER POTENTIAL FOR REALIZING SAFETY GAINS THAN PERHAPS ANY OTHER TYPE OF EQUIPMENT IN [THE AIRSPACE] MODERNIZATION PROGRAM." GIVEN THE LIFESAVING POTENTIAL OF THE TERMINAL DOPPLER WEATHER RADAR SYSTEM, IT IS VITAL THAT AS MANY AIRPORTS AS POSSIBLE BE INCLUDED IN THIS PROGRAM.

I FEEL THAT THE EVANSVILLE REGIONAL AIRPORT SHOULD BE ONE SUCH FACILITY. IT HANDLES A HALF MILLION AIRLINE PASSENGERS ANNUALLY AT A TERMINAL THAT IS ONLY ONE YEAR OLD. FIVE REGIONAL CARRIERS AND ONE MAJOR CARRIER MAKE ROUGHLY 45 FLIGHTS DAILY FROM EVANSVILLE REGIONAL. ADDITIONALLY, 80 AIRCRAFT FOR GENERAL CORPORATE USE ARE BASED AT EVANSVILLE REGIONAL. THE AIRPORT IS ALSO THE CURRENT LOCATION OF A NATIONAL WEATHER SERVICE FORECASTING OFFICE.

MR. CHAIRMAN, I EMPHASIZE THAT I AM APPEARING BEFORE THE SUBCOMMITTEE TO REQUEST YOUR SUPPORT IN ACQUIRING BOTH TYPES OF DOPPLER TECHNOLOGY FOR THE EVANSVILLE REGIONAL AIRPORT. AS I HAVE NOTED, ANY AIRPORT THAT DOES NOT HAVE THIS SHORT-RANGE

TERMINAL DOPPLER WEATHER RADAR SYSTEM WILL BE LACKING IN THE LATEST IN SAFETY FEATURES.

THE LONGER RANGE NEXRAD SYSTEMS, WHICH WILL ALSO PLAY A MAJOR ROLE IN THE NATIONWIDE MODERNIZATION PLAN THAT SOON WILL BE IMPLEMENTED BY THE NATIONAL WEATHER SERVICE, WILL RECEIVE ONLY 20% OF THEIR FUNDING FROM THE FAA BUDGET. NEXRAD FUNDING WILL BE SHARED BY THE DEFENSE DEPARTMENT AND THE COMMERCE DEPARTMENT, WITHIN WHICH THE NATIONAL WEATHER SERVICE OPERATES.

AS YOU ARE NO DOUBT AWARE, THE DEPLOYMENT OF A CONFIGURATION OF LONG-RANGE NEXRAD SYSTEMS IS PART OF A NATIONAL WEATHER SERVICE MODERNIZATION PROGRAM THAT MAY PROVE TO BE QUITE CONTROVERSIAL. THIS MODERNIZATION PROGRAM WILL INCLUDE THE ELIMINATION OF OVER 180 LOCAL WEATHER SERVICE OFFICES, INCLUDING THE STATION LOCATED IN EVANSVILLE, INDIANA, ABOUT WHICH I AM PARTICULARLY CONCERNED.

THIS REDUCTION PLAN HAS BEEN INITIATED DESPITE NUMEROUS INDICATIONS THAT THE IMPLEMENTATION OF SUCH A PLAN MAY BE TECHNOLOGICALLY PREMATURE. FURTHER, I FEEL THAT A COMPLETE REVIEW OF THE FACTS SURROUNDING THE PLANNED CLOSING OF THE NATIONAL WEATHER SERVIVCE STATION IN EVANSVILLE WILL INDICATE THAT, RATHER THAN CLOSING THIS FACILITY, THE EXISTING WEATHER STATION AT THE EVANSVILLE AIRPORT SHOULD INSTEAD BE ONE OF THOSE STATIONS UPGRADED BY THE ADDITION OF THE NEWEST DOPPLER RADAR TECHNOLOGY.

MR. CHAIRMAN, I AM NOT OPPOSED TO THE MODERNIZATION EFFORTS OF THE NATIONAL WEATHER SERVICE. AS YOU KNOW, THE SERVICE HOPES

TO CREATE AN INTERLOCKING SYSTEM OF WHICH DOPPLER RADAR IS BUT ONE COMPONENT. OTHER COMPONENTS OF THIS SYSTEM WILL INCLUDE SATELLITE UPGRADES AND AUTOMATED SURFACE OBSERVING SYSTEMS WHICH WILL REPLACE THE MANUAL READINGS CURRENTLY TAKEN AT OVER 250 SITES NATIONWIDE. THE NATIONAL WEATHER SERVICE ALSO INTENDS TO USE ADVANCED COMPUTER AND TELECOMMUNICATIONS EQUIPMENT TO INTEGRATE THE INFORMATION GATHERED BY THE NATIONWIDE CONFIGURATION OF DOPPLER SYSTEMS, ATMOSPHERIC PROFILERS, AND SATELLITE AND GROUND OBSERVATIONS.

DESPITE MY SUPPORT FOR THE GOALS OF THE NATIONAL WEATHER SERVICE MODERNIZATION PROGRAM, I AM CONCERNED ABOUT THE CLOSING OF THE WEATHER STATION IN EVANSVILLE, INDIANA. THIS CONCERN IS BASED ON MY BELIEF, AND THE BELIEF OF NUMEROUS EVANSVILLE RESIDENTS, AREA PILOTS, AND EVANSVILLE MAYOR FRANK MCDONALD, THAT INSTEAD OF CLOSING THE EVANSVILLE STATION THE NATIONAL WEATHER SERVICE SHOULD UPGRADE THE FACILITY BY INSTALLING LONG-RANGE NEXRAD TECHNOLOGY.

EVANSVILLE, THE LARGEST CITY IN MY DISTRICT, IS LOCATED IN AN AREA THAT IS VERY PRONE TO SEVERE WEATHER AND TORNADOES. INFORMATION FROM TWO SEPARATE PROFESSIONAL WEATHER-RELATED PUBLICATIONS PRINTED IN 1985, THE MONTHLY WEATHER REVIEW AND STORM DATA, REVEALS THAT FROM 1955 THROUGH 1983 INDIANA RANKED FIRST IN THE NATION IN THE NUMBER OF DAMAGING WIND STORMS PER UNIT AREA. MOREOVER, FROM 1953 TO 1985, INDIANA RANKED THIRD IN THE NATION IN BOTH THE NUMBER OF TORNADOES AND THE NUMBER OF DEATHS PER UNIT AREA.

THREE OF THE WORST TORNADO OUTBREAKS OF THE CENTURY, THE MARCH 18, 1925 TRI-STATE TORNADO, THE APRIL 11, 1965 PALM SUNDAY OUTBREAK, AND THE APRIL 3, 1974 SUPER OUTBREAK, AFFECTED INDIANA. FROM 1959 TO 1988, 577 TORNADOES KILLED 201 HOOSIERS. OVER THE PAST 30 YEARS, INDIANA HAS AVERAGED 5.29 TORNADOES PER 10,000 SQUARE MILES, AS COMPARED WITH AVERAGES OF 4.96 TORNADOES IN ILLINOIS AND 2.37 TORNADOES IN KENTUCKY OVER EQUIVALENT AREAS. OVER THAT SAME TIME PERIOD, INDIANA'S FREQUENCY OF DEATHS DUE TO TORNADOES IS MORE THAN DOUBLE THAT OF EITHER ILLINOIS OR KENTUCKY. DESPITE THESE FIGURES, THREE OF THE FOUR NATIONAL WEATHER SERVICE STATIONS CURRENTLY LOCATED IN INDIANA WILL BE DENIED DOPPLER RADAR TECHNOLOGY, AND CLOSED DOWN.

CLEARLY, THE CONFIGURATION OF DOPPLER SITES CHOSEN BY THE NATIONAL WEATHER SERVICE WAS DONE WITHOUT REGARD TO EVIDENCE THAT WOULD INDICATE THAT INDIANA HAS A VERY REAL NEED FOR THIS TYPE OF PROGRAM. I THINK THAT THE SELECTION OF THIS CONFIGURATION IS ONE INDICATION THAT THE NATIONAL WEATHER SERVICE IS PREMATURE IN IMPLEMENTING THIS UNSOUND PLAN. GIVEN THE MANNER IN WHICH EVANSVILLE WAS DROPPED FROM CONSIDERATION FOR A DOPPLER-BASED WEATHER RADAR OF ANY SORT, DESPITE THE NUMEROUS WEATHER FACTORS AND TECHNICAL QUESTIONS SURROUNDING THAT DECISION, IT MAY BE REASONABLE TO CALL FOR FUTHER REVIEW OF THE ENTIRE CONFIGURATION PLAN IN ORDER TO SEE WHAT OTHER SITES MAY HAVE BEEN OVERLOOKED.

UNDER CURRENT WEATHER SERVICE PLANS, EVANSVILLE WILL BE RELEGATED TO OVERLAPPING COVERAGE FROM RADAR SYSTEMS THAT WILL BE LOCATED OVER 162 MILES AWAY IN INDIANAPOLIS, AND FROM PADUCAH, KENTUCKY (92 MILES AWAY) AND LOUISVILLE, KENTUCKY (100 MILES AWAY). EVANSVILLE WILL HAVE TO SETTLE FOR THIS OVERLAPPING COVERAGE FROM DISTANT RADAR SYSTEMS THAT, WHILE CLEARLY BETTER THAN ANY CURRENTLY DEPLOYED, ARE STILL OF QUESTIONABLE ACCURACY BEYOND A CERTAIN RANGE.

THERE ARE, AS OF YET, UNANSWERED QUESTIONS ABOUT THE ACCURACY WITH WHICH DOPPLER RADAR SYSTEMS CAN DETECT CERTAIN WEATHER PHENOMENA AT A DISTANCE. THIS IS PARTICULARLY TRUE WITH REGARD TO THE FORMATION OF MESOCYCLONES, WHICH ARE PRECURSORS TO TORNADOES.

THE LONG-RANGE NEXRAD SYSTEM IS SUPPOSED TO HAVE A RANGE OF ABOUT 150 MILES, AND IS REPORTEDLY SENSITIVE ENOUGH TO DETECT LIGHT TO MODERATE PRECIPITATION FROM THAT DISTANCE. HOWEVER, MANY CRITICS HAVE ARGUED THAT THE WIDTH OF NEXRAD'S RADAR BEAM, WHICH IS ONE DEGREE (AS OPPOSED TO THE 2.2 DEGREE BEAMWIDTH OF THE CURRENT RADAR SYSTEMS), IS SUFFICIENT TO DETECT ONLY THE LARGEST OF MESOCYCLONES. AS THE DIAMETER OF A TYPICAL MESOCYCLONE IS 5 KILOMETERS, RADAR WITH A ONE DEGREE BEAM WOULD HAVE TO BE WITHIN 90 MILES TO DETECT SUCH A TORNADO PRECURSOR. AS FOR A FULLY FORMED AND ACTIVE TORNADO, FEWER THAT 10% OF THE TORNADOES OCCURRING IN THE EASTERN UNITED STATES COULD BE DETECTED BY NEXRAD BEYOND A RANGE OF 30 MILES.

TO SUMMARIZE, MR. CHAIRMAN, I WOULD ASK THAT THE SUBCOMMITTEE SUPPORT MY REQUEST FOR THE LOCATION OF BOTH TYPES OF DOPPLER WEATHER RADAR AT THE EVANSVILLE AIRPORT. THE TERMINAL DOPPLER WEATHER RADAR SYSTEM IS A NECESSARY PART OF ANY FIRST-

RATE AIRPORT SAFETY PLAN. A LONGER RANGE NEXRAD DOPPLER WEATHER RADAR STATION IS NEEDED IN THE AREA TO FILL-IN AN UNACCEPTABLE GAP IN NEXRAD COVERAGE THAT WILL EXIST IF CURRENT PLANS FOR THE DEPLOYMENT OF NEXRAD ARE NOT ALTERED.

I AM CONFIDENT THAT WHEN THE EVANSVILLE AREA'S HISTORY OF VIOLENT WEATHER AND THE UNANSWERED QUESTIONS ABOUT THE ACCURACY OF NEXRAD DOPPLER READINGS BEYOND THE RANGE OF 90 MILES HAVE BEEN REVIEWED, THE SUBCOMMITTEE WILL SUPPORT THE FUNDING OF A NEXRAD DOPPLER FACILITY IN THE EVANSVILLE, INDIANA AREA.

AT THIS TIME I WOULD LIKE SUBMIT MY WRITTEN TESTIMONY FOR THE RECORD. IN ADDITION, I WOULD LIKE TO SUBMIT THE "REPORT OF THE ADVISORY PANEL OF NEXRAD CAPABILITIES AND THE IMPACT ON EVANSVILLE, INDIANA," WHICH WAS DONE BY A PANEL OF EVANSVILLE AREA EXPERTS. I WOULD ALSI LIKE TO SUBMIT A LETTER FROM EVANSVILLE MAYOR FRANK MCDONALD, AS WELL AS PETITIONS FROM NEARLY TWO HUNDRED EVANSVILLE RESIDENTS, NUMEROUS ELECTED OFFICIALS FROM HENDERSON COUNTY, KENTUCKY, AND FROM SIXTY-SIX PILOTS WHO REGULARLY USE THE EVANSVILLE REGIONAL AIRPORT AND OTHER, SMALLER AIRPORTS IN THE AREA. MAYOR MCDONALD AND ALL THOSE WHO HAVE SIGNED THESE PETITIONS FEEL THAT THERE WILL BE A LARGE GAP IN COVERAGE IF A DOPPLER RADAR SYSTEM IS NOT INSTALLED AT THE AIRPORT AND THE NATIONAL WEATHER SERVICE STATION CURRENTLY IN EVANSVILLE IS CLOSED.

THANK YOU FOR ALLOWING ME THIS OPPORTUNITY TO TESTIFY BEFORE THE SUBCOMMITTEE.

REPORT OF THE ADVISORY PANEL
ON
NEXRAD CAPABILITIES
AND THE IMPACT ON
EVANSVILLE, INDIANA

July 23, 1987

REPORT OF THE ADVISORY PANEL ON
NEXRAD CAPABILITIES
AND
THE IMPACT ON EVANSVILLE, INDIANA

Preliminary remarks

It has been stated that the NEXRAD radar network will be an improvement over the existing network. This panel agrees with that statement. The current network is dominated with radars that reflect the technology of 30 years ago. They have a 2.2 degree beamwidth and possess no Doppler capability. The average spacing is approximately 250 miles, excluding gap-filler radars. The NEXRAD radar will have a one degree beamwidth, allowing twice the resolution of features, and it has both Doppler capability and enhanced processing and display features. It should be noted that, part of this enhanced capability is realized only when considering the whole network, as opposed to an individual radar's performance

Some regions within the NEXRAD network will receive better radar coverage than others. While some areas will receive proportionately much better coverage than they do now, other areas will experience smaller increases in services.

The Evansville community prepared a list of eight (8) questions that addressed NEXRAD coverage and related issues. We found it convenient to answer those questions explicitly as a way of ensuring that we addressed the concerns of the citizens of Evansville.

The panel has addressed the technical issues, and only those technical issues that relate to the capabilities of the proposed NEXRAD radar. The panel has, more-or-less, considered the NEXRAD radar in isolation. Weather services are broader than that, and the loss of a forecast office and radar must be viewed in broad terms.

Our estimates of NEXRAD coverage (Table [illegible]) are based upon experience, review of published and unpublished observations, sampling theory and radar resolution considerations. The major differences between our conclusions and the information previously provided by the DOC and the NEXRAD JSPO are in the effective ranges for tornado detection, detection of some mesocyclones and the detection of convectively driven low-level winds and wind shear. Our maximum range estimates are the maximum at which a high probability of detection is to be expected under typical operational conditions. Our estimates represents our judgement of the performance to be expected of the NEXRAD radars when used in a routine *operational* mode. It is our opinion that the level of performance obtained in an operational environment will generally be somewhat less than that experienced with the research radars at NSSL and NCAR.

The format of this report is to list each issue. Accompanying each issue is a finding, called a response, and an elaboration, called a discussion. Following the eight issues brought before the Advisory Panel, we have a short conclusion section. Last is an Appendix which quantifies and illustrates network characteristics for different radar configurations.

ISSUE 1. What severe weather phenomena (i.e. Maxi, Mid-size and Mini tornadoes, mesocyclones of various sizes) can be detected by overlapping radar arcs from Paducah, Louisville, and Indianapolis, the nearest of which would be approximately 100 miles away?

RESPONSE

Tornadoes can not be detected reliably by radar at ranges beyond 30 statute miles. For the mesocyclone circulation, the precursor circulation in which tornadoes are often imbedded, the maximum range of detection will depend on the mesocyclone size and strength. The largest can be detected at a range of 150 statute miles. A typical mesocyclone could be detected out to 90 statute miles from a radar, and a small, but possibly intense mesocyclone out to only 30-40 statute miles. Thus only large mesocyclones can be expected to be detected in the vicinity of Evansville with the proposed NEXRAD siting plan. The highest confidence region will be within 40 statute miles from a radar.

DISCUSSION

It is important to realize that only a few mesocyclones produce tornadoes. There are approximately 10 times as many mesocyclones as there are tornadoes. As the strength of a mesocyclone increases, the probability that it will produce a tornado increases. It is also true that not all tornadoes have mesocyclones. However, to the best knowledge of this panel, all of the very largest (F4 or F5) tornadoes have been accompanied and preceded by a strong mesocyclone.

To detect a tornado or mesocyclone, the radar must sample the vortex a minimum of twice. In the presence of noise, sampling theory would require approximately four to five samples over the scale of the phenomena to be defined. If a typical mesoclone circulation is 5 km in diameter, as climatological surveys have documented, then a radar with a one degree beam, sampling the vortex twice, would have to be within 90 statute miles of the vortex (mesocyclone). Larger and stronger vortices might be seen at greater distances, out to 150 statute miles, or even further. On rare occasions mesocyclones have been detected out to at least 200 statute miles. But large devastating tornadoes need not be associated with mesocyclones larger than the typical category. Mesocyclones can also be much smaller, at least as small as 3 km in diameter and perhaps even smaller than that. These mesocyclones can also spawn tornadoes. They will only be detected at ranges less than 30-40 statute miles. The principal factor in detection is the beam width, which, in units of length, is distance dependent. Mesocyclones are first seen at approximately 4-6 km height (12,000-18,000 feet), so the height of viewing only becomes a restriction at the longest range.

- Beyond about 30-40 statute miles, (and in some instances much closer) tornadoes are smaller than the illuminating beam at that range. They are detectable only through examination of the details of the spectrum of velocities observed by the radar, a capability not included in the NEXRAD system.

ISSUE 2. From what distance and to what degree would the current siting plan be able to detect wind shear conditions for the Evansville Airport?

RESPONSE

The current siting plan will not detect low level wind shear over or in the vicinity of the Evansville Airport. To do so requires that a radar be within 30 statute miles, and preferably within 20 statute miles.

Potential wind shear conditions will routinely be observed by precursor reflectivity patterns. Research is in progress to establish criteria for low level shear forecasts based upon Doppler velocity patterns aloft. The efficacy of this technique and the maximum operational range are not known at this time.

DISCUSSION

To sense the strong low level winds accompanying the various forms of downburst, downdrafts, and gust fronts (to a lesser extent), the radar beam must sample to within a few hundred feet of the ground, because that is where the maximum winds are found. Beam height, due to earth curvature effects, and possibly signal-to-noise considerations and the strength of the returned echo, all require that a radar to be within 20-30 statute miles to detect the strength of low level wind shear.

ISSUE 3. What Doppler radar function will be lost to the Evansville area (as opposed to communities closer to the radar antenna site) due to the distances involved under the current siting plan? Are there any functions lost in the "second sweep"?

RESPONSE

1. Clear air detection (≤ 30 statute miles)
2. Tornado detection (≤ 30 statute miles)
3. Small mesocyclones (≤ 40 statute miles)
4. Detection of severe surface winds i.e. > 50 knots (≤ 50 statute miles)
5. Low level wind shear detection (≤ 20-30 statute miles)

DISCUSSION

Discussion on these items can be found elsewhere in this report.

ISSUE 4. What impact will the altitude of the proposed radar sites and the curvature of the earth have upon the delivery of radar coverage to the Evansville (Tri-State) area?

RESPONSE

The effects of site altitude, topography, etc. are complicated and beyond the scope of this study. It is expected that for reasonably well selected sites that these effects will be second order.

Because of the earth's curvature, the lowest height that a radar samples becomes higher with increasing range. Simply, it means that low level phenomena will not be detected beyond a certain range. For the present radar configuration the effect of beam height (not width) would allow:

1. Clear air detection (≤ 30 statute miles)
2. Tornado detection (≤ 30 statute miles)
3. Detection of severe surface winds i.e. > 50 knots (≤ 50 statute miles)
4. Low level wind shear detection (≤ 20-30 statute miles)

These ranges are beyond what are observable at Evansville from any radar in the present site plan.

DISCUSSION

The presence of a microbust may be seen sometimes as high as 0.8 km (2500 feet). This would allow qualitative knowledge out to a range of about 50 statute miles. However to quantify the strength of the microburst the radar beam must be centered no more than about 1000 feet, which corresponds to a range of 20 statute miles. Similar arguments apply for the other quantities.

ISSUE 5. What are the realistic ranges for the detection of severe weather phenomena (various levels and kinds) under the current siting plan?

RESPONSE

Severe weather is defined as tornadoes, hail greater that 3/4-inch in diameter, or surface winds greater than 50 knots. Reference should be made to Issue 1. for a discussion of tornadoes and mesocyclones.

Hail detection capability (particularly large hail) only moderately degrades with range and should remain reasonably effective to 100 statute miles. Detection using an estimate of storm top divergence will not be strongly affected by range and should remain effective to ranges approaching, if not reaching, 100 statute miles.

Strong low level winds can only be reliably estimated to ranges of 50 statute miles.

DISCUSSION

Existing techniques rely on the reflectivity structure and magnitude. There is evidence that a measure of the divergence, or outflow, at storm top is a useful predictor of the presence and size of hail. The range sensitivity of this has not been assessed, but it is estimated that it will be effective to ranges approaching 80-100 statute miles.

ISSUE 6. Will the Evansville area receive improved services under the current siting plan as opposed to current or existing non-Doppler equipment?

RESPONSE

Since the existing equipment is at the end of its useful life and the fact that it is not a Doppler radar, it is our judgement that that the present NEXRAD plan would yield better long term service than retention of the WSR-57. A legitimate concern is the expected value associated with supplementary coverage by other radars. For example, a modern, solid state, non-Doppler system at Evansville would improve some coverages associated with low-level and/or small-scale phenomena. These include thunderstorm gustfronts and strom initiation. It should also be noted tht airport terminal Doppler Systems will mitigate deficiencies associated with distant NEXRAD sites (such as the proposed siting with respect to Evansville).

DISCUSSION

There is no question about the superiority of the NEXRAD radar to what is operationally available. Since the use of radar is only one aspect of the total services from a weather office, the loss of services and their effects will depend upon many factors, e.g. if one is a pilot, construction worker, vacationer, or whatever ones interest.

ISSUE 7. What services will be lost or reduced by downgrading a local Weather Service Office to a public relations office with warnings being issued by other offices under the current siting plan?

RESPONSE

Despite the best attempts of the National Weather Services, it is likely that all services will be reduced to varying degrees over what they would be if a Weather Service Forecast Office were located in Evansville. That is the reason for distributed offices in the first instance.

DISCUSSION

The issues are a mixture of technical, social, and economic We have addressed only the effect on the location of the NEXRAD radar antenna. Pilot briefings, and the full range of other services, not all of them known to us, would be affected. The significance of these losses (or, in some instances, reductions) involves community value judgements that must be made by the community itself.

ISSUE 8. Are the NEXRAD Joint System Program Office's estimations of coverage for the Evansville (Tri-State) accurate? What degree of relability will the technology provide for the Evansville area under the current siting plan?

RESPONSE

It would appear to us that some of the effective ranges quoted from the NEXRAD office are optimistic, perhaps taken from unrepresentative instances of apparent radar capability. In the case of tornado vortex detection, we do not believe it is possible to subtantiate the claim of coverage extending out to a range of 95 statute miles.

DISCUSSION

The JSPO and NWS have correctly identified issues associated with the effective operation of the NEXRAD system to detect weather phenomena and provide warnings where appropriate. It is possible to successfully observe severe weather phenomena at the JSPO cited ranges (see Table 1). It must be recognized that there is a continuum of reliability from a radar, and that beyond some minimum range, reliability decreases with increasing range.

Judgements concerning the quality of coverage (e.g., excellent, very good, good, poor) are necessarily qualitative because the existing data base is limited and only now are quantitative assessments possible and beginning to emerge from research.

CONCLUSIONS

The Advisory Panel's assessment of the NEXRAD radar's effective ranges are summarized in Table 1, along with those reported in some NEXRAD documents and contained in correspondence from the NEXRAD office and also from the head of NOAA. The most significant descrepancies lie in the detection of mesocyclones, tornadoes, and low level winds. Other differences relate to clear air observations and airport wind shear.

The radar's ability to detect motions in the clear air is highly variable both seasonally and by time of day. The values in Table 1 are representative.

It is a certainty that the closer a community is to a NEXRAD radar, the better they will be able to take advantage of that system's capability. The consequences of the present siting plan are difficult to assess, since it depends on the weather;

itself, as well as many other factors including Weather Service use of the information provided and the dissemination of forecasts, watches and warnings.

The ideal location of a radar with respect to a community and airport would be something like 20-30 miles to the south, preferably to the southeast, depending upon topography, etc. This would allow the maximum best coverage in the prevailing direction of storms, sufficient distance to allow sampling the full storm volume (as it approaches and moves over the community) and yet close enough to sample the low level wind shear and any tornadoes and all mesocyclones that are likely to threaten.

A summary of the operational functional limitations of the present siting plan as we believe it would effect Evansville is as follows.

- Generally, wind information from the clear air could not be obtained over Evansville.
- Tornadoes can not be detected near Evansville.
- Tornado warnings (for which detection of mesocyclones is a key Doppler radar capability) would be compromised in the sense that small and some mesocyclones in the typical category would escape detection near Evansville.
- Strong low-level winds near Evansville would not be detected by radar.
- Low level wind shear detection would not be possible.

The quality of Doppler radar coverage changes continuously with range, and different operational requirements exhibit different range sensitivities. Combining these effects Doppler coverage might be characterized as a function of range (statute miles) in the following way:

< 30	excellent
30-40	very good - excellent
40-70	good - very good
70-100	fair - good
100-150	poor - fair
≥150	of small consequence

It should be noted that Evansville is not in a unique situation within the proposed NEXRAD network, e.g., the coverage of Wichita Falls is similar.

Respectfully submitted this 24th day of July, 1987

Peter S. Ray

John T. Snow

Richard E. Carbone

TABLE 1. SUMMARY OF NEXRAD OPERATIONAL CAPABILITIES MAXIMUM EFFECTIVE RANGE (STATUTE MILES)

Function		Advisory Committee	JSOP Manuel 400-PD-202 December 1986	Duram[1] Calio[2]
Hail Detection		at least 100	140	
Tornado (TVS)		≤ 30	70	95
Mesocyclone	small	30-40	140	143
	typical	90	140	143
	large	150	140	143
Low level winds		50		
Airport wind shear		20-30		30-50
Clear air		≤30-50 (at times)		30-50
Wind speed in rain		≥140		143

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[1] Letter from Anthony Duram to Congressman McCloskey dated October 11,1986

[2] Letter form Anthony Calio to Congressman Scheuer dated Novenber 25,1986

APPENDIX

FIGURES

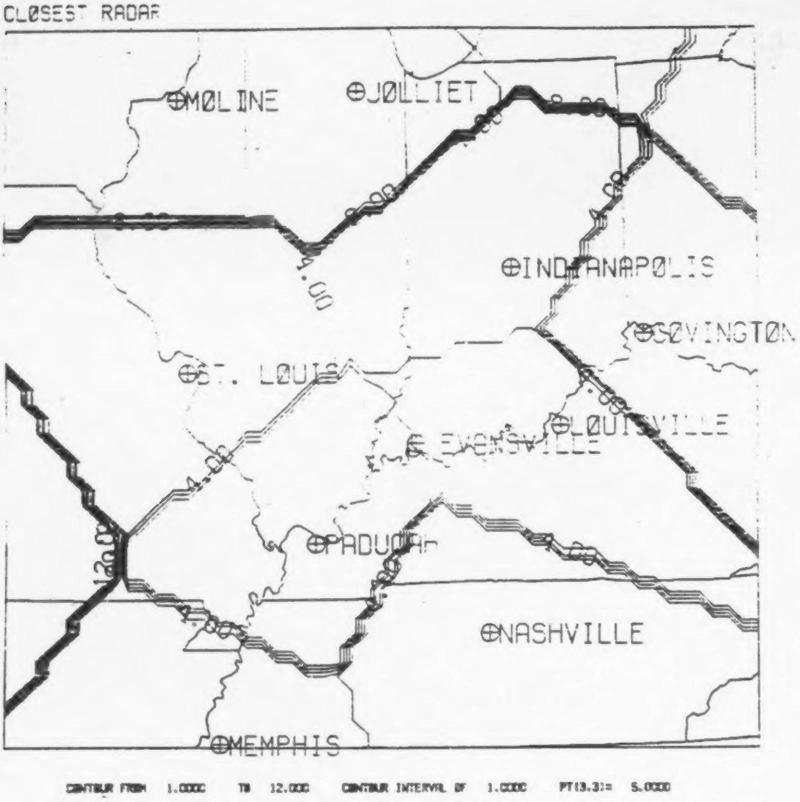

CLOSEST RADAR
MOLINE
JOLLIET
INDIANAPOLIS
COVINGTON
ST. LOUIS
EVANSVILLE
LOUISVILLE
PADUCAH
NASHVILLE
MEMPHIS
4.00
8.00
12.00
CONTOUR FROM 1.0000 TO 12.000 CONTOUR INTERVAL OF 1.0000 PT(3,3)= 5.0000

Fig. 1a. Area of influence surrounding the present siting of the NEXRAD network radars. Boundaries delineate area closest to each radar.

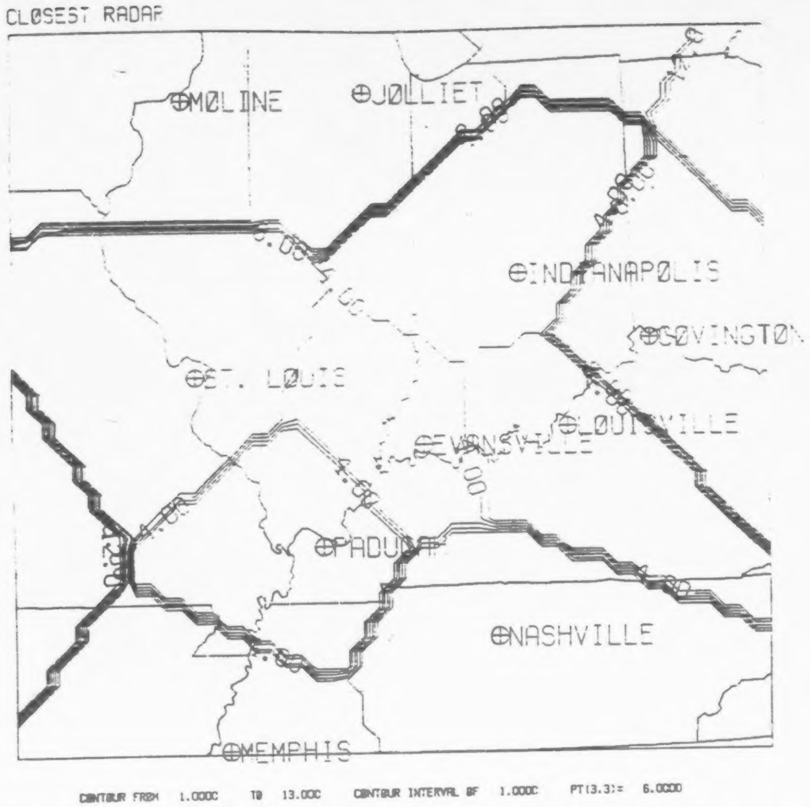

CLOSEST RADAR
MOLINE
JOLLIET
INDIANAPOLIS
COVINGTON
ST. LOUIS
EVANSVILLE
LOUISVILLE
PADUCAH
NASHVILLE
MEMPHIS
4.00
CONTOUR FROM 1.000C TO 13.00C CONTOUR INTERVAL OF 1.000C PT(3,3)= 6.0000

Fig. 1b. Area of influence surrounding the present siting of the NEXRAD network radars and an additional radar located at Evansville, Indiana. Boundaries delineate area closest to each radar.

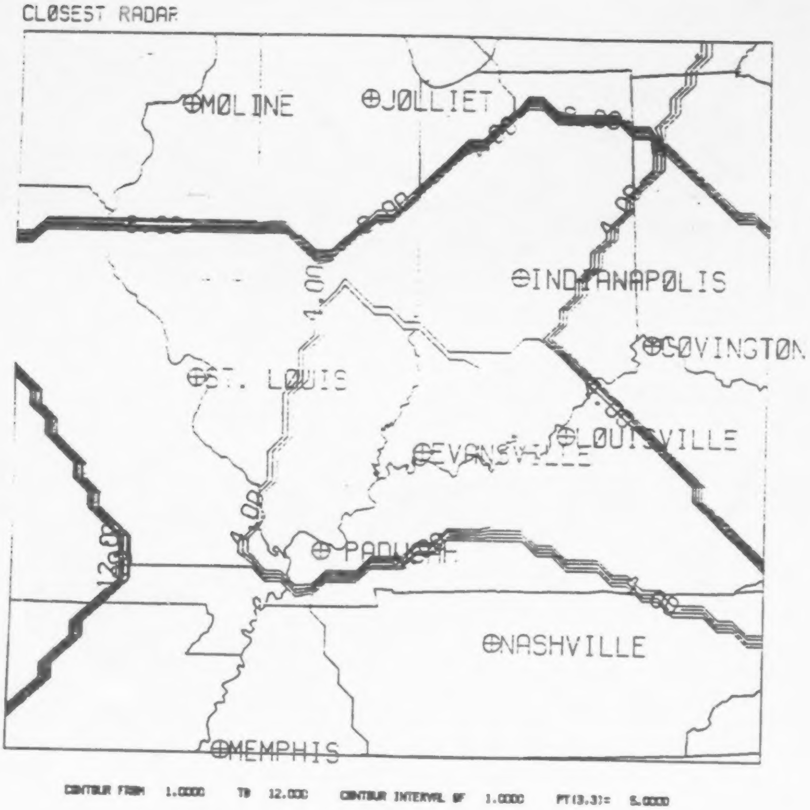

CLOSEST RADAR
MOLINE
JOLLIET
INDIANAPOLIS
COVINGTON
ST. LOUIS
EVANSVILLE
LOUISVILLE
PADUCAH
NASHVILLE
MEMPHIS
1.00
4.00
12.00
CONTOUR FROM 1.0000 TO 12.000 CONTOUR INTERVAL OF 1.0000 PT(3,3)= 5.0000

Fig. 1c. Area of influence surrounding the present siting of the NEXRAD network radars with the radar located at Paducah, Kentuckey moved to Evansville, Indiana. Boundaries delineate area closest to each radar.

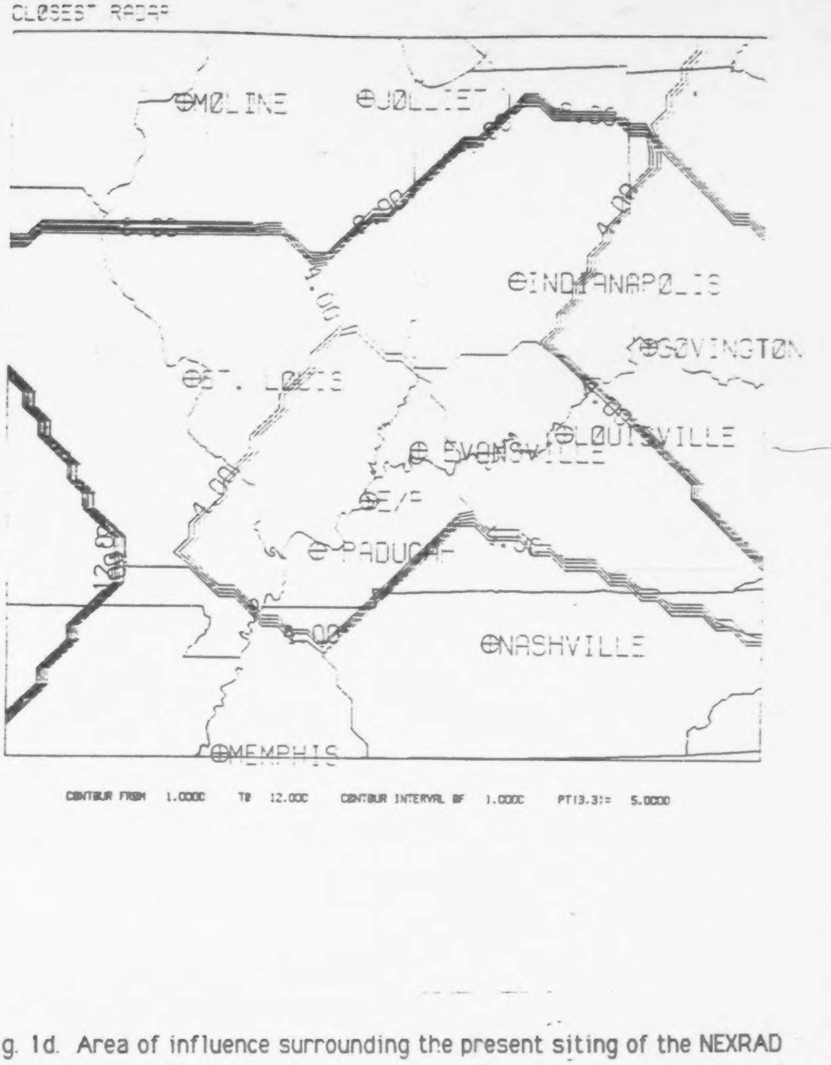

CLOSEST RADAR
MOLINE
JOLIET
INDIANAPOLIS
COVINGTON
ST. LOUIS
EVANSVILLE
LOUISVILLE
E/P
PADUCAH
NASHVILLE
MEMPHIS
4.00
4.00
4.00
12.00
CONTOUR FROM 1.000C TO 12.00C CONTOUR INTERVAL OF 1.000C PT(3,3)= 5.0000

Fig. 1d. Area of influence surrounding the present siting of the NEXRAD network radars with the radar located at Paducah, Kentuckey moved midway between Paduach, Kentuckey, and Evansville, Indiana. Boundaries delineate area closest to each radar.

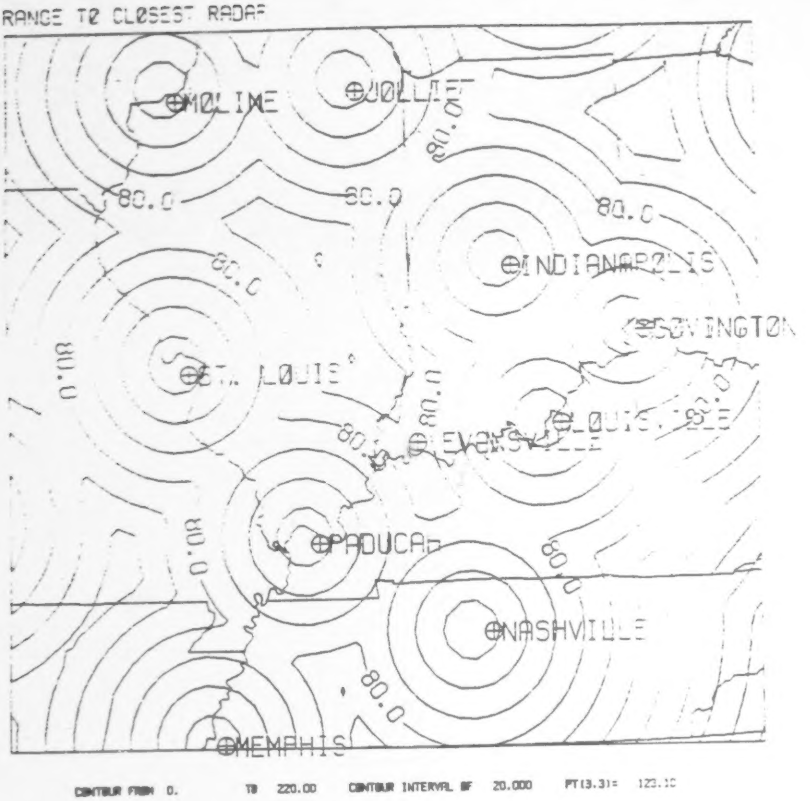

RANGE TO CLOSEST RADAR
MOLINE
JOLIET
INDIANAPOLIS
COVINGTON
ST. LOUIS
LOUISVILLE
EVANSVILLE
PADUCAH
NASHVILLE
MEMPHIS
80.0
CONTOUR FROM 0. TO 220.00 CONTOUR INTERVAL OF 20.000 PT(3,3)= 123.10

Fig. 2a. Range to the closest radar in statute miles for the present siting of the NEXRAD network radars. Contour interval is 20 statute miles.

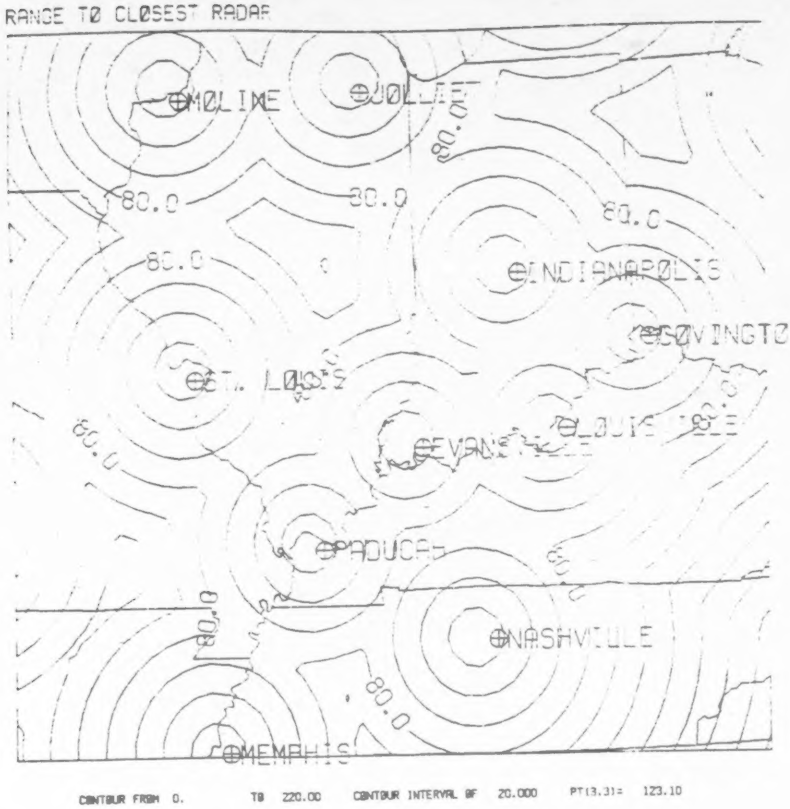

RANGE TO CLOSEST RADAR
MOLINE
JOLIET
INDIANAPOLIS
COVINGTON
ST. LOUIS
EVANSVILLE
LOUISVILLE
PADUCAH
NASHVILLE
MEMPHIS
80.0
CONTOUR FROM 0. TO 220.00 CONTOUR INTERVAL OF 20.000 PT(3,3)= 123.10

Fig. 2b. Range to the closest radar in statute miles for the present siting of the NEXRAD network radars and an additional radar located at Evansville, Indiana. Contour interval is 20 statute miles.

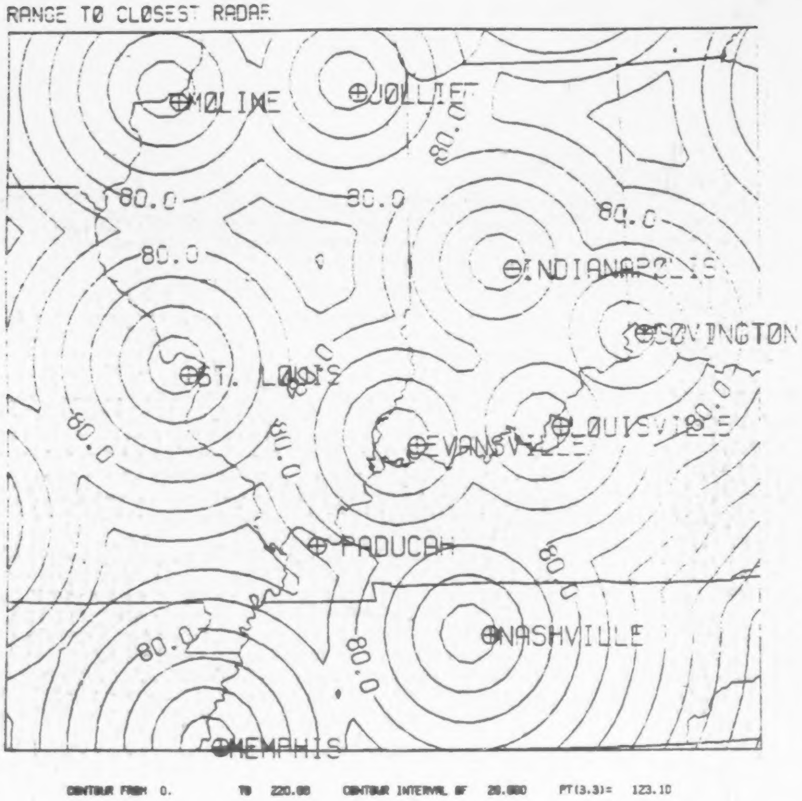

RANGE TO CLOSEST RADAR
MOLINE
JOLLIET
80.0
INDIANAPOLIS
COVINGTON
ST. LOUIS
LOUISVILLE
EVANSVILLE
PADUCAH
NASHVILLE
MEMPHIS
CONTOUR FROM 0. TO 220.00 CONTOUR INTERVAL OF 20.000 PT(3,3)= 123.10

Fig. 2c. Range to the closest radar in statute miles for the present siting of the NEXRAD network radars with the radar located at Paducah, ~~Kentuckey moved~~ to ~~Evansville, Indiana~~. Contour interval is 20 statute miles.

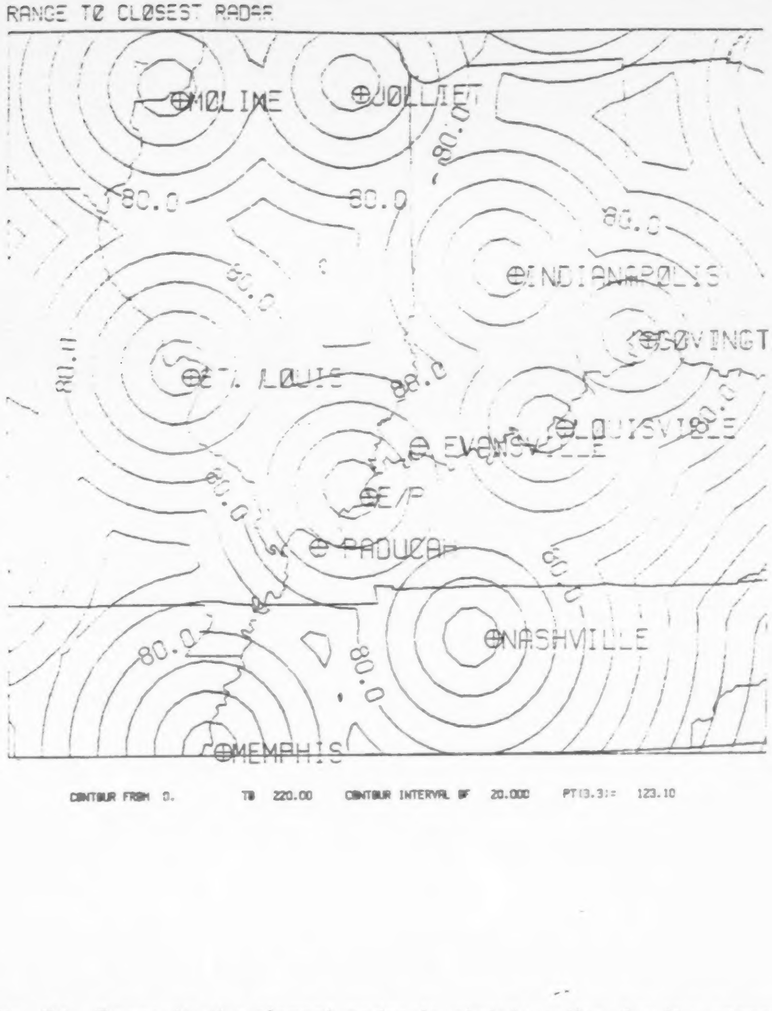

RANGE TO CLOSEST RADAR
MOLINE
JOLLIET
INDIANAPOLIS
COVINGTON
ST. LOUIS
LOUISVILLE
EVANSVILLE
E/P
PADUCAH
NASHVILLE
MEMPHIS
80.0
CONTOUR FROM 0. TO 220.00 CONTOUR INTERVAL OF 20.000 PT(3,3)= 123.10

Fig. 2d. Range to the closest radar in statute miles for the present siting of the NEXRAD network radars with the radar located at Paducah, Kentuckey moved midway between Paduach, Kentuckey, and Evansville, Indiana. Contour interval is 20 statute miles.

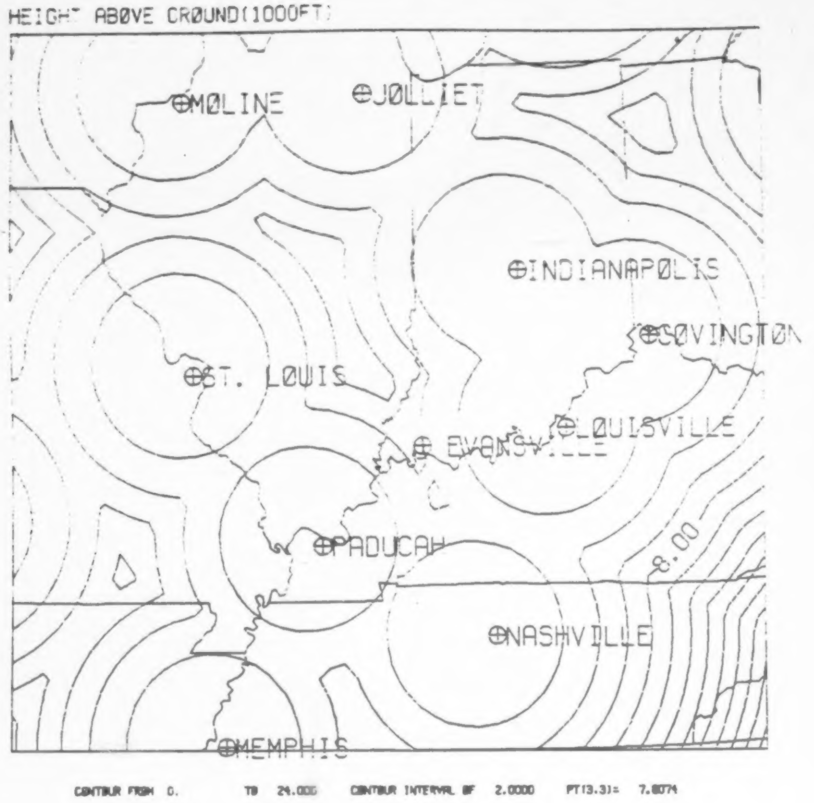

HEIGHT ABOVE GROUND(1000FT)
MOLINE
JOLIET
INDIANAPOLIS
COVINGTON
ST. LOUIS
LOUISVILLE
EVANSVILLE
PADUCAH
8.00
NASHVILLE
MEMPHIS
CONTOUR FROM 0. TO 24.000 CONTOUR INTERVAL OF 2.0000 PT(3.3)= 7.8074

Fig. 3a. Height above ground, in thousands of feet, of a 0.5 degree elevation beam (NEXRAD's lowest) from the closest radar in the present siting of the NEXRAD network radars. Contour interval is 2,000 feet.

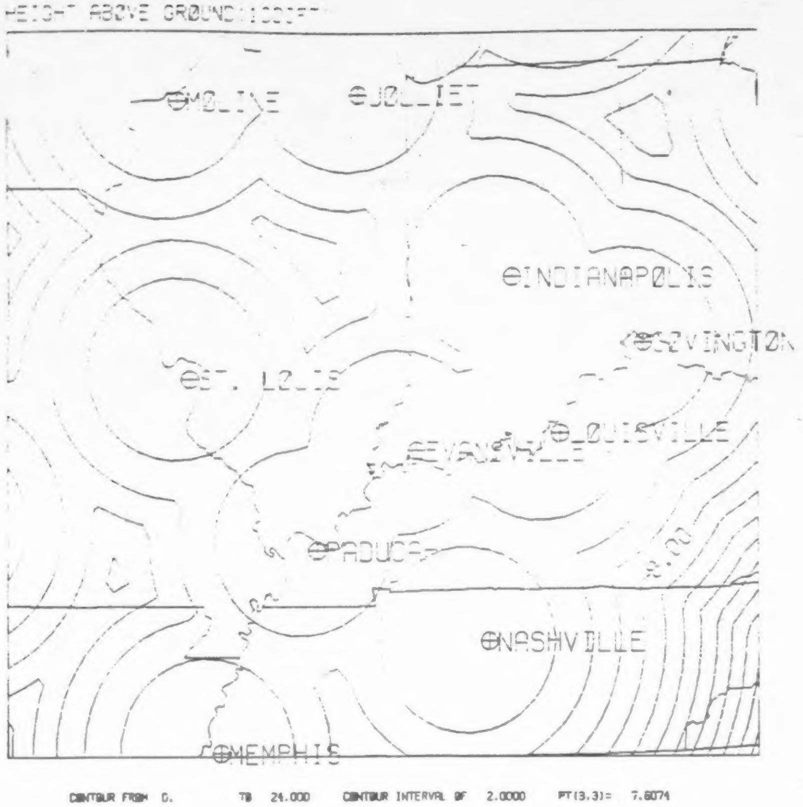

HEIGHT ABOVE GROUND (1000FT)
MOLINE
JOLIET
INDIANAPOLIS
COVINGTON
ST. LOUIS
EVANSVILLE
LOUISVILLE
PADUCAH
NASHVILLE
MEMPHIS
8.00
CONTOUR FROM 0. TO 24.000 CONTOUR INTERVAL OF 2.0000 PT(3,3)= 7.6074

Fig. 3b. Height above ground, in thousands of feet, of a 0.5 degree elevation beam (NEXRAD's lowest) from the closest radar in the present siting of the NEXRAD network radars and an additional radar located at Evansville, Indiana. Contour interval is 2,000 feet.

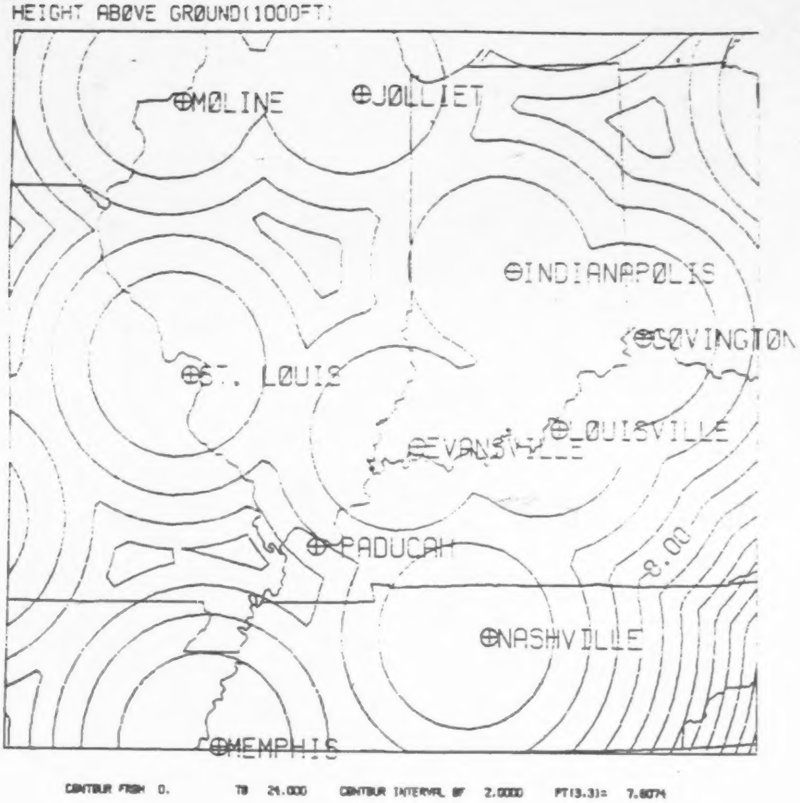

HEIGHT ABOVE GROUND(1000FT)
MOLINE
JOLLIET
INDIANAPOLIS
COVINGTON
ST. LOUIS
LOUISVILLE
EVANSVILLE
PADUCAH
NASHVILLE
MEMPHIS
2.00
8.00
CONTOUR FROM 0. TO 24.000 CONTOUR INTERVAL OF 2.0000 PT(3,3)= 7.6074

Fig. 3c. Height above ground, in thousands of feet, of a 0.5 degree elevation beam (NEXRAD's lowest) from the closest radar in the present siting of the NEXRAD network radars with the radar located at Paducah, Kentuckey moved to Evansville, Indiana. Contour interval is 2,000 feet.

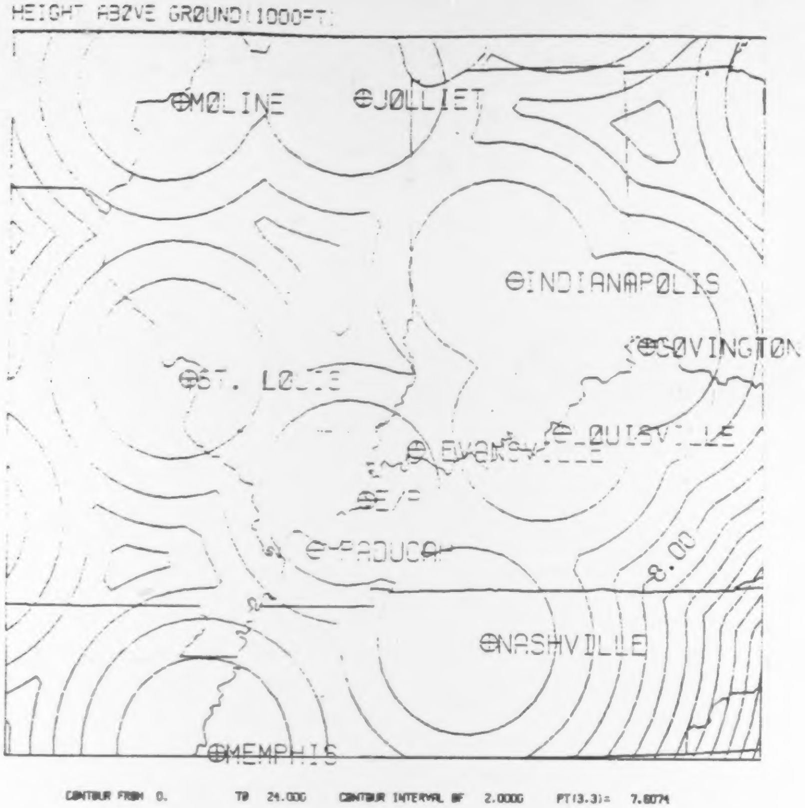

HEIGHT ABOVE GROUND(1000FT)
MOLINE
JOLLIET
INDIANAPOLIS
COVINGTON
ST. LOUIS
EVANSVILLE
LOUISVILLE
E/P
PADUCAH
8.00
NASHVILLE
MEMPHIS
CONTOUR FROM 0. TO 24.000 CONTOUR INTERVAL OF 2.0000 PT(3.3)= 7.6074

Fig. 3d Height above ground, in thousands of feet, of a 0.5 degree elevation beam (NEXRAD's lowest) from the closest radar in the present siting of the NEXRAD network radars with the radar located at Paducah, Kentuckey moved midway between Paduach, Kentuckey, and Evansville, Indiana. Contour interval is 2,000 feet.

27a

CITY OF EVANSVILLE
ONE N W SEVENTH STREET · ROOM 302
EVANSVILLE, INDIANA 47708
(812) 426-5581

OFFICE OF THE MAYOR
FRANK F. McDONALD II

April 20, 1990

Honorable William Lehman, Chairman
House Appropriations Committee - Transportation
2347 Rayburn Building
Washington, D.C. 20515

Dear Congressman Lehman:

I want to voice my support for a doppler radar installation at the U.S. Weather Service station located at Evansville Regional Airport at Evansville, Indiana. Under the currently proposed network, the nearest doppler installation would be ninety-two (92) miles to the southwest in Paducah, Kentucky. It is my understanding that a doppler radar installation is only effective for a fifty-mile radius, so the Evansville metropolitan area, with over 281,000 population (according to Census Bureau 1988 estimates) would be virtually unserved by doppler radar service.

Our location in "Tornado Alley" makes the Evansville metropolitan area subject to much violent weather and tornado activity. Within the past eighteen months tornados have stricken Ft. Branch, Indiana and Allendale, Illinois, both in the Evansville vicinity. Allendale, which suffered widespread devastation, is located 105 miles from the Indianapolis radar and 100 miles from the proposed Paducah installation.

The City of Evansville completed the installation of an emergency siren warning system in 1989, at a cost of $200,000, to alert its citizens of severe weather conditions. Without the availability of doppler radar technology providing accurate and up-to-date severe weather data, the overall usefulness of this system will be greatly diminished.

It is my further understanding that if a city is not included in the doppler radar network, that its Weather Service station will eventually be closed. The loss of a local weather service station could be a detriment to the City's ability to attract new industry and jobs to the area.

Evansville Regional Airport opened its new terminal in January of 1989, as part of a $24 million expansion and modernization. The current Weather Service station is located in the old terminal building. The Airport Authority has offered to make land available to the Weather Service for a doppler radar installation and new weather service facility.

I would like to urge the House Appropriations Committee on Transportation to give serious consideration to the addition of Evansville Regional Airport to the Weather Service's doppler radar network.

Sincerely,

Frank F. McDonald II

cc: Frank McCloskey

[CLERK's NOTE: Additional signatures on file in Subcommittee office. Below is one of several petitions received by the Subcommittee.]

PETITION

TO: Chairman Rep. William Lehmen, D-Fla. Date: April 16, 1990
Appropriations Committee
U.S. House of Representatives
Washington, D.C.

FROM: Tri-State Citizens Interested in Accurate
Storm Warnings and Weather Forcasting

We the undersigned citizens are residents of the Tri-State area of Indiana, Illinois and Kentucky around Evansville, Indiana.

We are very dependent on the National Weather Service Office in Evansville and are aware of the large gap in the projected coverage of the proposed new Doppler radar system equipment that is to be installed in Louisville and Paducah, Kentucky and Indianapolis, Indiana.

We are aware that a tornado's funnel cloud and other dangerous storms can only be accurately detected inside a 90 mile radius by the Doppler radar system. In order to give the Tri-State area the protection it deserves, it is requested that a Doppler radar system be installed in the Evansville office of the National Weather Service

SIGNATURE	ADDRESS
James K. Rochm	6315 Bristol Ct. - Evansville, IN
[illegible]	[illegible] Rd. [illegible] Evansville IN
[illegible]	1205 [illegible] Ct. - Evansville, IN.
Jim Bracker	6113 Macine Dr Evansville, Ind
[illegible]	[illegible] Ct Evansville Ind.
[illegible]	[illegible] Evansville Ind
Jim Talbert	3205 E Powell Evansville, Ind
Bruce Wilkie	6617 Kratzville Evansville

OFFSET CAMERA COPY

TUESDAY, APRIL 24, 1990.

FAA—DETROIT CITY AIRPORT

WITNESS

MAYOR RONALD L. BONKOWSKI OF WARREN, MI

Mr. **LEHMAN**. Mayor Bonkowski.

Mr. **BONKOWSKI**. Good morning, Mr. Chairman, members of the Committee. Forgive me for not bringing along an entourage and my own easel, et cetera, but we are running on a rather slim budget back in Warren, Michigan.

I am the mayor of the City of Warren, Michigan. My name is Ronald L. Bonkowski. For the record, I submitted a document yesterday through our law firm, Miller Canfield. It was, hopefully, delivered to the members of the committee.

I am here this morning in a different vein. And, Mr. Chairman, your comments relative to noise pollution, et cetera, were quite astute and precisely one of the reasons why I am here. I am here to ask you not to fund an airport expansion.

I am representing literally hundreds of thousands of people that will be affected by the proposed expansion of Detroit City Airport, and I have brought, for purposes of graphic illustration, a map of the Metropolitan Detroit area. And if you will, the area in red represents the proposed expansion of the Detroit City Airport. The black area within the red is currently the size of the city airport. The red expanded indicates what it will be if full expansion is achieved.

The black border outline to the north represents the city that I represent, which is 34 and a half square miles. We are exactly two miles from the edge of the runway. We do not think enough planning and foresight has gone into this. This is a project that has been hurriedly assembled in order to meet the ever-increasing demand on the only other major airport in Michigan, which is Detroit Metropolitan Airport, and they are, I understand, currently going for expansion.

The map was brought purposefully to delineate the area impacted. My city is the third largest. It has approximately 155,000 people in it at the present time. The pins on the map, Mr. Chairman, represent hospitals, schools senior citizen complexes, churches that will be impacted if this airport continues to expand.

In the prepared testimony that I have forward, we have at our own expense, contrary to what the FAA would have you believe, measured the noise levels in the directly impacted area. LDNs do not mean a lot to the people that are in the flight paths, the spreading of the noise over a 24-hour period. What does impact is what the decibel readings are at any particular given point in time.

We have measured an average of 80 to 86 decibels with the low being from 70 to a high of 120. I can bring people in to testify before the committee if you want, Mr. Chairman, who will tell you they can look up and see the pilot's mustache underneath his nose as the planes fly over the homes in the area.

We are very, very concerned about this expansion and what its impact is. One of the perhaps gravest concerns is the funding of the project—90 percent federal, 5 percent state and 5 percent local. The City of Detroit does not have what we would consider a fantastic record in bringing targets in, bringing projects in on target, if you will, under budget. I will submit to you that the G.M. Pooltown expansion, the Detroit People Mover Project, the Chrysler-Jefferson Avenue Plan and certainly the Detroit Incinerator Project, which has been shut down, this represents hundreds of millions of dollars of money that has been invested; that none of the projects have come in within target.

I submit to you that the range in this particular project is very broad. It ranges from 100 million to 400 million dollars, and I wish I could make those kinds of forecasts when I sit down and work out my budgets, because I just simply do not have that kind of latitude.

I guess the predominant reason, at least the people in the area seem to feel, that the expansion is geared toward one thing and one thing only, and that is the ultimate achievement of casino gambling in the City of Detroit. I would hate to think that we are going to impact the lives of hundreds of thousands of people to solve one particular thing.

Mr. LEHMAN. Why do you not move the people some place else like they did in Louisville?

Mr. BONKOWSKI. Well, I would like to tell you if we could afford to do it, we certainly would.

Mr. LEHMAN. I saw you nodding when I was——

Mr. BONKOWSKI. I understand, Mr. Chairman, exactly, and you are on point, because this project is to displace some 3600 homes that are currently occupied, some 600 homes that are currently abandoned, some 52 businesses with jobs that will be absolutely lost because the business community has already indicated they are going to relocate to another part of the area. They are not going to stay in the City of Detroit. And over 130 small commercial businesses are going to be impacted with this.

So, you can see the economic impact is dramatic, and what we see being replaced is a number of service positions that certainly are not going to replace the dollar impact, the income tax and the overall property tax loss that Detroit is going to experience.

The business community says they are leaving. They are not going to stay in the City of Detroit. The people that live in the area, a lot of the neighbors are opposed to the project. They have attended public hearings that have been scheduled in the City of Detroit, and are literally beaten down. They are allowed to vent themselves, but they go away feeling no semblance of having been heard or understood.

If you were to view the area physically or were to send a staff member, I submit that certain areas of the impacted area look like the battleground or the battle zone in Beirut.

I am not here to browbeat Detroit. Please do not misunderstand that. What I am here to say is that the project that is being proposed does not impact just the City of Detroit. I have a community that has perhaps 40,000 people over the age of 55. A good number of them live in the impacted area. That is about 26 percent of my population, and.that number is growing every day.

We just think that if the seriousness of this project were to be total and completely considered in light of the FAA's plight in terms of finding additional airport space, we think that perhaps—we do not disagree that we need more airports in Michigan. We absolutely agree with that fact. But we think before this kind of a project is considered, that some very serious planning should be made by the parties involved and that the ultimate plan result in impacting on the least number of people possible.

Thank you, Mr. Chairman.

Mr. LEHMAN. May I ask, has an environmental impact statement been completed yet?

Mr. BONKOWSKI. Well, Mr. Chairman, we somehow ended up with a FONSI on the first expansion which Detroit completed approximately a year ago to the tune of $25 million of their own money. There were two FONSIs issued, as a matter of fact. We have pressed and my correspondence to you indicates that had we had the money available we would have taken the issue to federal court and tried for an injunction and forced an environmental impact statement.

An environmental assessment was done. A FONSI was issued. Now, we are anticipating and we have been told that there will be an environmental impact statement on this new expansion, and I assume there has to be.

Mr. LEHMAN. I assume. It is a prerequisite before you can do it.

Mr. BONKOWSKI. Yes, sir.

Mr. LEHMAN. Was I reading in the Wall Street Journal about Warren and the Mazda plant? Is that where the Mazda plant is?

Mr. BONKOWSKI. No, sir. We are the home of General Motors Technical Center, the Dodge City Project, a multitude of Chrysler Corporation projects.

Mr. LEHMAN. Okay. Mr. Coughlin.

Mr. COUGHLIN. No questions, Mr. Chairman.

That you very much, Mr. Bonkowski.

Mr. BONKOWSKI. Thank you, Mr. Coughlin.

Mr. LEHMAN. Mr. Durbin.

Mr. DURBIN. Thank you, Mayor, for joining us.

Do I understand that you had an opportunity to challenge that FONSI in court but did not take it?

Mr. BONKOWSKI. That is correct, and it was not taken on the basis that initially, when I challenged the project representing the impacted area of my own community, I hired an attorney at my own expense, an environmental attorney. The attorney indicated at that point in order to proceed in federal court a substantial amount of money would be required. I was put into a position at the time this project was proposed of having to layoff policemen and firemen and I could not in good conscious go back to my counsel and say, I need $100,000 to pursue this matter in the Federal District Court after I had laid off 43 public safety people.

Mr. DURBIN. Thank you.

Mr. LEHMAN. Thank you, Mayor.

Mr. BONKOWSKI. Thank you, Mr. Chairman.

[The prepared statement of Ronald Bonkowski follows:]

11/07/4: 49:01 002

34a

OFFSET
CAMERA COPY

CITY OF WARREN
Office of the Mayor
RONALD L. BONKOWSKI

29500 VAN DYKE AVENUE • (313) 574-4520 • WARREN MICHIGAN 48093

April 24, 1990

Dear Congressman:

I appear before you today representing hundreds of thousands of people who are opposed to any further expansion of Detroit City Airport to relieve the problems created by Congress 12 years ago when the airlines were deregulated.

The increased demand for additional passenger service was created then without any consideration for future needs. Congress and the FAA could and should have projected the requirements and saw that Detroit Metropolitan Airport could not have possibly serviced the potential demand.

Now, the people of one of the most highly urbanized areas in the country are being made to panic. Not only in short terms of declining property values, but also in long term environmental issues relating to air and noise pollution that ultimately affects our health and welfare. Given the heavily populated area, which includes housing, churches, schools, hospitals, city parks, government buildings, you by recommending funds for the expansion of Detroit City Airport will place all the aforementioned entities in jeopardy.

In 1988, I came to Washington with more than 12,000 signatures hurriedly assembled and presented them to Mr. Robert Donahue of the FAA in the presence of a number of Michigan Congressmen. The FAA's response was, and I quote, "these don't mean anything to us." Virtually saying that the people don't count.

The files on the previous and proposed expansions are approximately two feet thick, and can be reviewed at any time by one of the committee's staff people in my office. We would be happy to provide transportation and lodging for whoever the committee sees fit to send to Michigan to review it.

After a thorough analysis, we are absolutely certain your conclusion will be no federal money for the future expansion of Detroit City Airport.

Because the need for additional airports is almost throughout the entire U.S., what we are experiencing now can be resolved. The immediate answer is regulating the airlines again. Why should 3/4 of the planes that fly today be 1/4 to 3/4 empty? Why operate at a loss to the stockholders of the airlines. We need only to look at the financial statements of those entities to see what deregulation has cost.

Business travelers fly on a predetermined schedule. Vacation time travelers will fly whenever flights are available.

After a logical, sensible plan has been developed and an airport site that will not negatively impact on the lives of hundreds of thousands of people is found, then deregulate the airlines once again.

The FAA's only concern is finding more places to fly planes in and out of without regard for short and long term consequences. You, as elected representatives of the people can say no to the bureaucracy and short term, high risk solutions offered by agencies that say "people be damned. It's going to be my way or else."

The current proposed expansion, and I stress the term current because it has been changed a few times, is projected to demolish 3600 homes currently occupied, 600 vacant homes that should have been demolished years ago and replaced with new housing, demolish 52 industrial buildings and displace 130 small businesses and cost the City of Detroit more than 2000 jobs. For what people ask? Progress?

The forgoing estimates are only in the proposed area of expansion in the City of Detroit. It is impossible to forecast the negative impact in the areas of the flight path of the incoming and out going aircraft.

Some Relevant Statistical Data

Existing	Proposed
Airport size	
256 acres, 1/20 the size of Detroit Metro Airport	1250 acres, 1/4 size of Metro

No. of Aircraft

40 air carriers operating/day Monday - Friday	230 air carriers operating/day Monday - Friday
Commercial flights every 25 plus 348 non-commercial flights/day	Commercial flights every four min. plus 630 non-commercial flights/day

Type Aircraft

Max. size allowed - 737 operating under weight and fuel restrictions subject to weather conditions	Who knows

Flight Path

Virtually every direction but predominately NW to SE	No crossing of Windsor, Ont. boundaries (south border of Detroit) because they use the same airspace and holding patterns as Windsor Airport. The airspace and holding patterns for both these airports are also basically the same as Detroit Metro.

Funding

Detroit paid $25 million for existing expansion to open airport to new carriers. (Detroit is in dire financial condition right now.)

Expansion costs expected to exceed $100 million. 90% Federal, 5% State, 5% Local.

Our understanding is that there exists a $7.4 billion back log of local requests for federal funds to improve airports, but only $1.5 billion a year is available for that purpose. Air travel has grown in excess of 65% in the last decade and will continue to do so based on all projections.

The proposed expansion of Detroit City Airport at a cost to exceed $100 million is like putting a band-aid on a gaping wound, putting a square peg in a round hole. It just won't work.

An article in USA Today on Jan. 18, 1990 (attached) indicates jet crashes were at a 21 year high. I submit to you gentlemen this is just the tip of the iceberg. Lack of proper maintenance, pilot error, mechanical malfunctions and poor judgement in situating new or expanding old airports are a reality. We have already had one plane from Detroit City Airport crash into a house in Warren killing two people. The plane was carrying cargo and reports show that it had mechanical problems and was overloaded. I guess you could say we were fortunate that only two people were killed. How many people will die if a 737 passenger plane goes down in a residential area?

A related article in the same issue of USA Today indicated fear and concern by the National Transportation Safety Board that rescue and firefighting abilities may be deficient.

This is the case with Detroit City Airport. There is definitely a lack of sufficient firefighting equipment available. Should a crash occur in the area outside Detroit, specifically Warren which is the most directly impacted community, we do not have adequate equipment to handle the type of havoc that could be reaked should an air crash occur. We had a mock disaster in 1989 with more that 30 agencies participating that has proved the point. Some might say, "well get prepared." With all the changes in state and federal laws, rule and regulation changes, our local budgets are strained to the breaking point now. New burdens imposed to accommodate errors in judgement cannot be added to the already high cost of providing services to our communities.

Warren and the immediate suburbs of Detroit most affected by the proposed expansion are quiet suburbs where people enjoy swimming pools, barbecues, picnics etc. The proposed intensity of flights would cause hundreds of thousands of people to stop these activities.

We have logged noise levels of the current operations. Current decibel readings range from a low of 70 DB's to a high of 120 DD's per incident, with the average level of 80 to 86 Db's! It is a proven medical fact, which we can substantiate, that noise pollution increases the medical needs of people in the impacted areas thereby increasing health care costs.

Patients in hospitals in the affected areas will be required to have extended stays. Students loss of classroom time because of noise interruptions created by low flying planes will cause stress, lack of ability to concentrate and frustration. Additionally, high blood pressure and hypertension result from constant exposure to people of all ages. Poor air quality caused by fuel pollution and toxic de-icer residue will deposit on lawns, cars, pools, houses and people, causing illness.

We have proof that all these items mentioned have occurred in other areas and do not want to become a statistic. If the conditions that existed in 1978 when the airline industry was deregulated exist today relative to lack of adequate personnel in the FAA, then heaven help us. Residents are placed on carriers but who inspects them, who regulates them. I submit that most of the policing is left to the carriers themselves because the FAA has not been given the necessary funding to hire and train enough inspectors to cope with the overwhelming growth of the airline industry since deregulation.

If you have even the slightest doubt about the accuracy of this statement or the information presented, then I again invite each of you personally to come to Detroit and its suburbs to see first hand what a waste of our tax dollars the expansion of Detroit City Airport is.

Please don't use our tax dollars against us for the sake of expediency. Give us a chance to live in our respective communities without the imposition of unnecessary noise pollution, air pollution, exposure to unnecessary health problems and safety concerns that are inherent in expanding a small airport into a major one.

Because of its geographic location, accessibility to Detroit City Airport is limited. We have reluctantly accepted that Detroit paid for expansion as it is with minimal flights and air traffic.

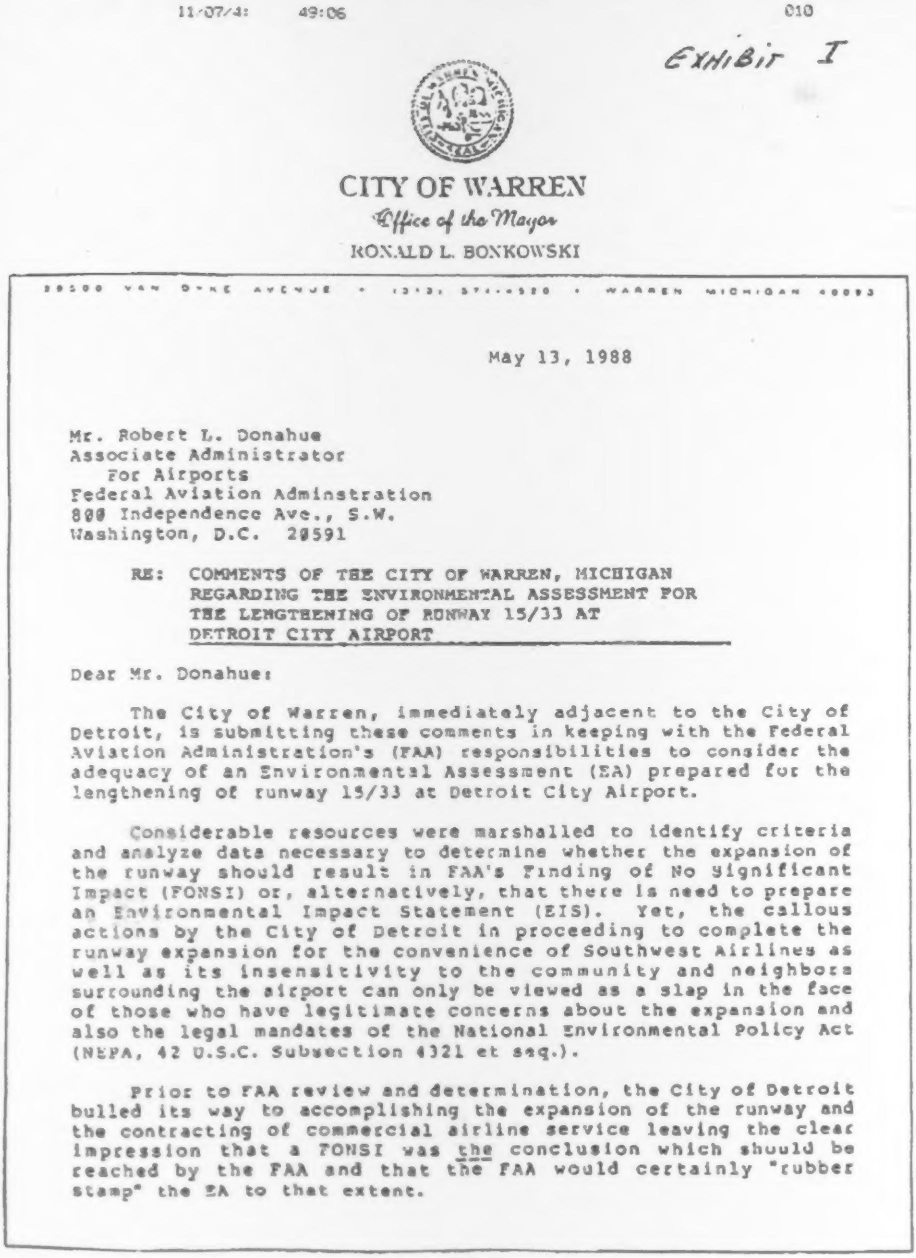
Tho magnitude of restraints and problems associated with the proposed expansion make it absolutely mandatory that another site in a less densely populated and more rural area be selected and developed.

Please help us!! Thank You.

Respectfully,

Ronald L. Bonkowski
Mayor

attachments



11/07/4: 49:06 010

EXHIBIT I

CITY OF WARREN
Office of the Mayor
RONALD L. BONKOWSKI

29500 VAN DYKE AVENUE • (313) 574-4520 • WARREN MICHIGAN 48093

May 13, 1988

Mr. Robert L. Donahue
Associate Administrator
For Airports
Federal Aviation Adminstration
800 Independence Ave., S.W.
Washington, D.C. 20591

RE: COMMENTS OF THE CITY OF WARREN, MICHIGAN
REGARDING THE ENVIRONMENTAL ASSESSMENT FOR
THE LENGTHENING OF RUNWAY 15/33 AT
DETROIT CITY AIRPORT

Dear Mr. Donahue:

The City of Warren, immediately adjacent to the City of Detroit, is submitting these comments in keeping with the Federal Aviation Administration's (FAA) responsibilities to consider the adequacy of an Environmental Assessment (EA) prepared for the lengthening of runway 15/33 at Detroit City Airport.

Considerable resources were marshalled to identify criteria and analyze data necessary to determine whether the expansion of the runway should result in FAA's Finding of No Significant Impact (FONSI) or, alternatively, that there is need to prepare an Environmental Impact Statement (EIS). Yet, the callous actions by the City of Detroit in proceeding to complete the runway expansion for the convenience of Southwest Airlines as well as its insensitivity to the community and neighbors surrounding the airport can only be viewed as a slap in the face of those who have legitimate concerns about the expansion and also the legal mandates of the National Environmental Policy Act (NEPA, 42 U.S.C. Subsection 4321 et seq.).

Prior to FAA review and determination, the City of Detroit bulled its way to accomplishing the expansion of the runway and the contracting of commercial airline service leaving the clear impression that a FONSI was the conclusion which should be reached by the FAA and that the FAA would certainly "rubber stamp" the EA to that extent.

Exhibit I

Mr. Donahue
Page Two
May 13, 1988

The City of Warren is of a much different view and we trust that the FAA, based upon the deficiencies of the EA, will conclude that an EIS is required before allowing expanded commercial airline service to begin at the Detroit City Airport.

NEPA requires that environmental review be conducted early in the development and implementation of a project. 40 C.F.R. Subsection 1501.2. This fundamental requirement serves several useful purposes: (1) early environmental review facilitates the selection of projects (or alternatives to those projects) that minimize environmental impacts; (2) it enables projects to be designed in a manner that reduces their adverse impacts through design changes and/or mitigation measures; and (3) it avoids situations where prior work on a project or the expenditure of funds create an irresistible momentum to proceed with the project despite the later discovery of serious environmental considerations or less environmentally destructive alternatives.

Despite the myopic view of the City of Detroit, there are broader regional considerations which represent alternatives consistent with the addition of viable commercial airline service. NEPA's mandate that adverse environmental consequences require compliance first underscores the fact that precipitous actions were taken to expand runway 15/33 and initiate Southwest Airlines service prior to review by the FAA.

① Clearly there is a presumption in favor of conducting an EIS when the EA demonstrates that there are significant impacts. The start up of commercial service cannot be argued away as having no significant impact for a number of environmentally based reasons. Yet, before addressing those reasons, we wish to emphasize that even if the FAA were inclined to issue a FONSI, the FAA is required to present the "finding of no significant impact" for public review 30 days before it makes its final determination and before any action may begin. The City of Detroit has taken action in blatant disregard of the FAA's regulations.

The evaluation matrix for environmental impacts in the EA highlights distinct areas of potential adverse significance. Those adverse impacts which are not fully mitigated require preparation of an EIS. The EA, taken at its face value, reflects a number of significant adverse environmental impacts for which no satisfactory mitigation is provided.

As regards the air emission data for CO and NOx the analysis in the EA is flawed. According to the EA (Page E-54) an estimate is provided for annual NOx emissions which is arguably insignificant. However, the data is presented without addressing the cumulative effect or impact on the EPA standard of .05 ppm, annual average. Without a proper dispersion model relative to

Exhibit I

Mr. Donahue
Page Three
May 13, 1988

existing conditions along the projected flight paths of the added commercial service, a proper assessment cannot be made as to whether the environmental air standard is being complied with. The burden rests with the EA to categorically refute the "no significance" issue. Since the EA has not done so, an EIS is required.

Turning next to the issue of CO emissions, it is misleading to predict an addition of 1 ppm over background (EA page E-54) when expert testimony will demonstrate that CO does commmonly occur as "hot spots" in the City of Detroit far in excess of the 8 hour standard of 9 ppm. There is no empirical evidence demonstrating the background levels in and around the airport to be below the 9 ppm standard such that the addition of 1 ppm is of no significance. Without a proper EIS, the CO analysis conducted for the EA cannot hold up to proper scrutiny.

The EA (EA page D-4) refers to existing underground fuel storage capacity as being 123,000 gallons. There is no analysis of fuel requirements for the added commercial service and the impact this will have on existing fuel storage capacity or the need to increase this capacity. Moreover, there is no indication as to whether the existing underground tanks are in compliance with applicable regulations. Environmental concerns associated with the logistics of increased transportation activity of fuel to the airport and from tanks to aircraft are not considered. An EIS is required for these issues as well as concerns for groundwater pollution existing or anticipated. No reference is made to the adequacy or existence of the required spill prevention control/countermeasures plan in light of current or anticipated storage capacity. It is interesting to note that the comments of the Areawide Water Quality Board indicated "no concerns" about the proposed expansion reflecting only a cursory attitude relative to groundwater and water quality problems.

A site crash/fire/rescue facility exists at Detroit City Airport and the EA references the addition of two fire trucks. The City of Warren, nevertheless, is a potential crash site, as has been demonstrated in recent weeks, and the EA fails to consider the potential environmental impact associated with a mishap on the larger community beyond Detroit City Airport. An EIS will serve to point out existing planning limitations as well as to provide adequate pre-planning options given the potential for an accident. Adequate training and coordination of community resources is vital and is not part of the EA.

The expansion of Detroit City Airport necessarily must involve greater noise impact which is not disclosed by the noise studies contained in the EA. One major problem with the noise analysis is its over-reliance on the Ldn metric. The Ldn metric is a useful first-screen indicator when used to define general

11/07/4: 49:03 013

EXHIBIT II

U.S. Department
of Transportation

**Federal Aviation
Administration**

800 Independence Ave., S.W.
Washington, D.C. 20591

AUG 0 4 88
MAYOR'S OFFICE

AUG 1 1988

The Honorable Ronald L. Bonkowski
Mayor of Warren
29500 Van Dyke Avenue
Warren, Michigan 48093

Dear Mayor Bonkowski:

This is in response to your letter commenting on the environmental assessment for the lengthening of runway 15/33 at Detroit City Airport.

I appreciate the concerns you have expressed and the in-depth study you have made as evidenced by the detail of your letter. However, I believe that the following responses to the concerns you listed will show that environmental issues were fully considered and acted upon accordingly. You state that the National Environmental Policy Act (NEPA) requires an environmental review be conducted early in the development and implementation of a project. We believe that has been done as an environmental analysis was initiated shortly after Southwest Airlines requested a runway extension. The analysis has continued throughout all steps of the earliest conceptual design state pursuant to NEPA and Federal Aviation Administration (FAA) procedures.

A number of proposals were presented as improvement measures for the airport, and the FAA was advised of each of them. In July 1987 the city proposed construction of clearways and stopways for runway 15/33. A 710-foot paved stopway was shown on the runway 15 end and a 283-foot stopway was shown on the runway 33 end. On September 3 the Airport Layout Plan (ALP) showing the runway stopways was approved. Then on December 11, the FAA received another proposal from the city to lengthen runway 15/33 from 5,091 feet to 6,084 feet by changing the previously approved stopways to runway extensions. This action would have required an ALP/airspace review, a new Federal finding on an environmental assessment, and an ALP approval. During the airspace review process, FAA offices objected to the proposal as runway safety areas (cleared areas off the ends of the runway) would have been severely reduced. On March 3 of this year, the FAA received another proposal from the city that would extend runway 15/33 to 5,494 feet plus providing for adequate runway safety areas at each runway end. This is the proposal that would have resulted in a massive impact on Gethsemane Cemetery. Upon receiving considerable community reaction, a meeting requested by the city of Detroit was held on March 29 in FAA's Great Lakes regional office to determine whether any alternatives existed which would minimize the impacts on the cemetery. From that meeting, the proposal of extending runway 15/33 only 120 feet was developed. This expansion is on the runway 15 end (north end) and uses 120 feet of the existing stopway for the runway. From this, the city then prepared a revised environmental assessment and scheduled the public hearing that was held on April 28 at the City/County Building in Detroit. Thus, a number of meetings were held with the FAA prior to implementing the approved project.

EXHIBIT II

An environmental assessment was prepared and submitted for review in March of this year that incorporated some of the initial airport development proposals. Since these proposals were dismissed for various reasons and the project as approved was considered a mitigation measure and did not raise any additional environmental concerns, only a revision of the original environmental assessment was considered necessary. The end result of the airport development stemming from the approved project came about due to public reaction by individuals and various public interest groups. Therefore, the FAA feels that the environmental and public participation process worked as it was intended to work.

We also consider the air emissions properly addressed in the environmental assessment. Detroit City Airport is part of the Metropolitan Detroit-Port Huron Interstate Air Quality Control Region (AQR). It is our understanding that air quality monitors within the region since the early 1970's have shown that the AQR has air quality better than the Environmental Protection Agency (EPA) standards for nitrogen oxides. Under certain meteorological conditions, however, nitrogen oxides and hydrocarbons combine together to form ozone. As stated in the revised assessment, ozone air pollution is a regional phenomenon because the nitrogen oxides and hydrocarbons are transported and diffused by wind, concurrent with the reaction process. The AQR is classified as nonattainment for the ozone air quality standard. In its latest policy statement, the EPA restated that sources of nitrogen oxides are minor sources if they emit less than 100 tons annually. Since annual emissions of nitrogen oxides at Detroit City Airport, with the lengthening of runway 15/33, are projected to be 20 tons per year, conversion of this minor source from total emissions to air pollutant concentrations via dispersion modeling or the addition of the contributions of such sources to the baseline inventories used to determine excesses in ozone are not required.

As to the issue of carbon monoxide emissions, consultation with Mr. David Dorenzo of the Wayne County Department of Health, Air Quality Division, indicated there were no identifiable carbon monoxide hotspots in the vicinity of the airport. Mr. Dorenzo's monitoring data results are supported by results of air quality modeling performed by Mr. Charles Hersey of the Southeast Michigan Council of Governments. It is also reported that hotspots are localized phenomena and have been found in Detroit only at points of freeway congestion. The July 1987 environmental assessment analyzed all intersections in the vicinity of the airport for possible existing or future carbon monoxide hotspots and found none. These analyses were not repeated in the assessment of March of this year since the proposed runway extension will not alter traffic movements on roadways in the vicinity of the airport from those assumed in the projections of the July 1987 assessment.

Relative to the underground fuel tanks, the airport operator reports that there are no plans to expand the present airport fuel tank farm. Because of this, the farm was not mentioned in the environmental assessment. We have been informed that the tank farm is fully enclosed by a spill containment system. The entire operation of fuel storage and delivery, as well as the handling of other potentially flammable or hazardous materials used at the airport, is covered by a Spill Prevention Control and Countermeasures Plan. This plan was prepared by a certified engineer and has been registered with and approved by the Michigan Department of Natural Resources.

Exhibit II

For the crash, fire, and rescue facility, all applicable crash, fire, and safety regulations have been incorporated in the planning for the proposed Detroit City Airport improvement. Changes are not permitted that are not within safety and risk analysis standards of FAA. In our opinion, forecasting aircraft accidents beyond the airport boundary and the effect such will have on the surrounding communties, if any, is too unpredictable to measure. The airport management will continue to cooperate with the surrounding communities in all manner of safety training and coordination.

Noise resulting from aircraft arriving and departing from Detroit City Airport is a topic that was closely studied prior to the project being approved. The final analysis indicated that Warren will notice little difference when Southwest Airlines begins its scheduled flights at the airport. Reportedly, the aircraft proposed for service by Southwest Airlines use new technology engines developed to meet noise standards for quieter aircraft. Consequently, the aircraft should produce lower noise levels than many of the aircraft currently using the airport. Also, since Warren is approximately 3 miles from the end of the airport's main runway, aircraft departing from the airport should either be climbing out past 3,500 feet or else will have retarded the throttle settings due to climb out restrictions imposed by the 5,000-foot operating altitude of other aircraft operating out of Detroit Metropolitan Wayne County Airport. Operations by Southwest Airlines should increase traffic at the airport on an average of 10.5 flights per day, or less than one aircraft per hour.

The Ldn measurement is the official procedure utilized by various Federal agencies for assessment of significant community noise impacts and is based upon a variety of published studies of community noise. The Ldn measurement accounts for the increased susceptibility of human exposure to noise experienced during nighttime hours by assigning a 10 dBA penalty to any noise events occurring between 10 p.m. and 7 a.m. This means that the sound intensity during night is assumed to be approximately three times that experienced during the day. We have been informed that noise levels in a quiet Warren residential neighborhood were monitored as part of the environmental assessment, and it was found that aircraft noise was insignificant compared to street and other neighborhood noises. The most significant single noise events are apparently those presently being made by low flying helicopters operated by the city of Warren Police Department.

I trust that this satisfactorily responds to the questions that you presented in your letter. If I can be of any further assistance, please let me know.

Sincerely,

Quentin S. Taylor
for Robert L. Donahue
Associate Administrator for
Airport System Development

11/07/4: 49:10

Exhibit III

CITY OF WARREN
Office of the Mayor
RONALD L. BONKOWSKI

29500 VAN DYKE AVENUE • (313) 574-4520 • WARREN, MICHIGAN 48093

November 28, 1989

Mr. Robert L. Donahue
Federal Aviation Administration
800 Independence Avenue, S.W.
Washington, D.C. 20591

Dear Mr. Donahue:

It is with a great deal of frustration that I direct this correspondence to your attention relative to additional airline traffic being proposed at Detroit City Airport.

I am enclosing copies of various newspaper articles dated November 27 and 28, 1989 which allude to the fact that three additional carriers are being proposed at an airport that has obviously not received all the necessary approvals for additional traffic.

Ironically, I talked with Ms. Lillian Snyder, the Director at Detroit City Airport, on Monday, November 27, 1989 as a direct result of numerous media inquiries relative to Continental Express beginning routes from Detroit City to Cleveland. Ms. Snyder said that no contracts had been signed but that negotiations were ongoing. Isn't it strange the director of airports is relatively in the dark on the issue?

Mr. Donahue, I am not an emotional person and have expressed my dissatisfaction with bureaucracy in the past.

The entire expansion of Detroit City Airport, the announcements of scheduled flights, and certainly comments relative to financial aid to the city are indicative of what appears to be rubber stamp approval by the F.A.A. of the Detroit City Airport project.

11/07/41 49:11 017

Exhibit III

Mr. Robert L. Donahue
Page 2
November 28, 1989

I may stand corrected but, I do not believe environmental, safety and most assuredly declining property values as a result of the foregoing has been adequately addressed.

The City of Warren can document the declining property values just since Southwest has begun it's operations.

Why must residents in and around the area of Detroit City Airport be made to bear the risks imposed on them because neither Congress nor the F.A.A. had the foresight to deal with an obvious problem as a result of airline deregulation.

I implore the authority not to rubber stamp the project but analyze all the ramifications of it on the public health and welfare of the surrounding area.

I assure you that the council and I have the backing of the majority of the people of the City of Warren, the third largest city in the State of Michigan, to oppose the expansion.

I anxiously await your response.

Yours truly,

Ronald L. Bonkowski

Ronald L. Bonkowski
Mayor

RLB/car
ref: 3566

cc: Senator Carl Levin
Senator Donald Reigle
Congressman Dennis Hertel
Congressman David Bonior

EXHIBIT IV

FILE

U.S. Department
of Transportation
Federal Aviation
Administration

800 Independence Ave., S.W.
Washington, D.C. 20591

DEC 14 1989

The Honorable Ronald L. Bonkowski
Mayor, City of Warren
29500 Van Dyke Avenue
Warren, Michigan 48093

Dear Mayor Bonkowski:

Thank you for your letter regarding the additional airline traffic proposed for Detroit City Airport.

Since your concern can best be addressed by our Great Lakes regional office in Des Plaines, Illinois, I have asked Mr. Timothy P. Forte, Regional Administrator, Great Lakes Region, to review this matter and respond directly to you. You should be hearing from Mr. Forte within the next 30 days.

Sincerely,

Quentin S. Taylor

Quentin S. Taylor
Acting Associate Administrator
for Airports

FILE

3121 574 7503
EXHIBIT V

US Department
of Transportation
Federal Aviation
Administration

Great Lakes Region
Illinois, Indiana, Michigan,
Minnesota, North Dakota,
Ohio, South Dakota,
Wisconsin

2300 East Devon Avenue
Des Plaines, Illinois 60018

RECEIVED
MAYOR'S OFFICE
FEB 20 1990
AM PM
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FEB 13 1990

The Honorable Ronald L. Bonkowski
Mayor, City of Warren
295000 Van Dyke Avenue
Warren, MI 48093

Dear Mayor Bonkowski:

Additional Airline Traffic
Detroit City Airport, Detroit, MI

This correspondence is in answer to your letter of November 28, 1989, addressed to Mr. Robert L. Donahue, concerning the expansion of Detroit City Airport and the newspaper announcements of additional scheduled flights. An interim response was sent to you on December 14, 1989, and this is a followup to that interim response. We are sorry that it has taken so long to respond, but several entities are involved in the issues which you raised.

First, in regards to the larger issue of the major expansion of the airport as recently announced by various new media, please be assured that FAA has not made any financial commitments to the city of Detroit relating to airport expansion, but has only provided the funds to conduct the planning and environmental studies necessary to determine what, if any, expansion is needed to meet aviation demand into the next century. These studies will assess a wide variety of issues including the technical, environmental and economic feasibility of the recommended development. Upon completion of these studies, a draft Environmental Impact Statement will be prepared and distributed for public comment.

The National Environmental Policy Act of 1969 (NEPA) and the Federal Aviation Administration (FAA) Order 5050.4A, "Airport Environmental Handbook", clearly define the role and process FAA must pursue to ensure that our actions conform to the NEPA. We are following and will continue to follow all of the environmental laws and requirements which are applicable to development of Detroit City Airport.

As to your other concern, the Flight Standards District Office in Houston Texas will be issuing the operating certificate for Britt Airways (DBA Continental Express) to initiate service in February, 1990, between Detroit City Airport in Detroit, Michigan and Cleveland Hopkins International Airport in Cleveland, Ohio. I have referred your letter to the Regional Administrator of FAA's Southwest Region in that regard. The Southwest Regional office will be better able to assure you that all necessary assessments of environmental and safety issues have been completed before issuing the operating certificate for Continental Express operations to Detroit City Airport.

EXHIBIT V

We appreciate your interest in the future of Detroit City Airport and hope that our commitment to ensure the protection of our environment will alleviate some of your fears and frustration.

Sincerely,

for James H. Washington
Timothy P. Forte'
Regional Administrator
Great Lakes Region

cc: Regional Administrator, FAA's Southwest Region

ADMINISTRATOR DON P WATSON
addressed 4400 Blue Mound Rd
Fort Worth Texas
76193

PHONE 817 624 5000
734 5001

FAA
ATTENTION DON P. WATSON
ADMINISTRATOR FAA'S SOUTHWEST REGION
FORT WORTH TEXAS
76193-0001

SECOND FRONT PAGE

Exhibit B

Small-airport safety fears cited

By Lori Sharn
USA TODAY

The National Transportation Safety Board fears rescue and firefighting services at some small airports may be deficient because of inadequate government surveillance.

The NTSB found multiple problems after the Sept. 27 crash of a Grand Canyon Airlines sightseeing plane at the Grand Canyon National Park, Ariz., airport, including lack of training and planning. Ten people died in the crash.

In a recommendation Wednesday to the Federal Aviation Administration, the NTSB called for a special inspection at Grand Canyon airport. It also advised the FAA to develop measures to ensure adequate airport inspections.

FAA spokesman Fred Farrar says the agency will consider the recommendations.

Problems cited by the NTSB:

▶ Inadequate back-up communications after loss of electricity when the plane hit power lines. It took about 7 minutes to dispatch rescue personnel.

▶ Maintenance workers assigned to rescue, firefighting duties had not participated in an FAA-required live fire drill.

▶ Maintenance workers did not disconnect the aircraft's battery because they weren't familiar with the plane.

▶ Yearly reviews of airport emergency plans, table top exercises hadn't been conducted.

The NTSB says the deficiencies were not uncovered during certification inspections.

Grand Canyon airport manager Norm Hicks wouldn't comment. The airport, owned and operated by Arizona, is one of about 250 in the "index A" category — the smallest of five airport rankings — for commercial planes.

"There are a lot of fine and professionally managed index A airports," says Paul Dollinger of the Airport Consultants Council. But he notes that many small airports have limited staff and funds for safety.

John Fredericksen of the Regional Airline Association says his association supports FAA requirements. But "if you try to regulate very sophisticated, 24-hour equipment at every airport, you wind up losing air service because the communities can't support that."

Grand Canyon is Arizona's second-busiest airport during the tourist season, serving 650,000 passengers a year.

Jet crashes at 21-year high; deaths down

By Lori Sharn
USA TODAY

Large commercial aircraft were involved in 11 fatal accidents last year, the highest number since 1968, the National Transportation Safety Board said Wednesday.

Fatalities fell from 285 in 1988 to [illegible] last year.

Tom Neale of the Air Transport Association says only three of the fatal accidents involved crashes of scheduled passenger jets, out of 6.5 million flights last year.

"We don't want to minimize the importance of these accidents, but I don't think there's any reason for people to panic," Neale says.

Among the '89 accidents:

▶ United Flight 811 ripped open over the Pacific in February, killing nine people.

▶ United Flight 232 crashed in Iowa in July, resulting in 111 deaths, after the rear engine exploded and severed hydraulic control lines.

▶ USAir Flight 5050 crashed in September, killing two after an aborted takeoff at New York's LaGuardia Airport.

Also in the 1989 statistics:

▶ Commuter airlines had five fatal accidents; 31 died.

▶ The 763 private, corporate air deaths were an all-time low.

▶ Small airport safety, 3A

Exhibit VII

022

11-07-41 49:14

EXCLUSIVE

'Larger than Poletown'

City Airport expansion plan displaces 3,600 homeowners

By Louis Mleczko
News Staff Writer

A proposed expansion of Detroit City Airport, pitched as a way to help save Detroit's east side, would displace more homeowners than the Poletown and Chrysler Jefferson Avenue projects combined.

The expansion, Detroit's largest land clearance project in decades, would more than double the size of the airport, making it bigger than Belle Isle or the city of Grosse Pointe.

Although city officials aren't talking about cost estimates, federal officials predict the expansion could cost more than $100 million.

- Expansion is welcome salvation for residents/ **17A**
- Editorial: Remember devastation of Poletown/ **18A**

"This is larger than Poletown," Robert Berg, Mayor Coleman A. Young's press secretary, said Wednesday. "There were around 2,000 homes taken by Poletown and 1,000 homes for the Chrysler plant."

Last week, Young unveiled plans to buy 985 acres and tear down 3,600 occupied homes, 52 industries and 130 small businesses to make room for a new runway. Some 600 vacant homes also would be razed.

Please see **Airport/17A**

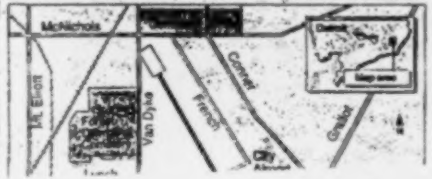
$100-million plan

The proposed City Airport expansion project exceeds the scope of GM Poletown and Chrysler Jefferson Avenue in displacement of families.

The tally

- Total land acquisition: 985 acres
- Occupied homes to be demolished: 3,000
- Vacant homes to be demolished: 600
- Industries to be demolished: 52
- Small businesses to be demolished: 130

Key
- ☐ Airport expansion area
- ▨ Related airport development



areas where noise is a potential problem. In the case of specific areas or functions within a community, the single event metric is an essential factor that must be considered. Moreover, the accuracy of the noise contours contained in the EA is questionable in light of the fact that straight departure paths would be used during instrument conditions. The EA does not make it clear that its noise contours were developed with this condition in mind. It is improper to dismiss the significance of all noise impacts less than 65 Ldn. It is simply incorrect to presume that an activity located outside the 65 Ldn contour cannot have a noise problem. Experience from recognized studies indicates, over and over again, that single-event noise intrusions significantly above ambient noise levels interfere, interrupt, and disturb household activities, sleep, classroom instruction, public performances, hospital rests, and religious services. This experience indicates two important considerations when evaluating the significance of noise impacts: (1) the frequency of interruption of speech or sleep is more important than the duration of individual events; and (2) the significance of particular cumulative (Ldn) noise levels produced by a project is dependent upon the pre-existing character of the community, i.e., its ambient noise levels.

With respect to single events, studies have shown that many relatively brief exposures to noise levels in excess of the speech- or sleep-interference threshold are generally perceived to be a greater disturbance than a lesser number of events with the same cumulative time over the noise thresholds of longer duration. Thus, even the EA's grid point time-above-65-dBA analysis does not tell the whole story, because it does not consider the speech- and sleep-interference thresholds and it fails to disclose the number of events that exceed those thresholds.

For the reasons provided, the City of Warren urges the Federal Avaition Administration to consider requiring a full and complete environmental impact study before authorizing commercial airline service as proposed by the City of Detroit. Commercial expediency need not be the justification for undermining evaluations which consider the legal adequacy of the EA in keeping with the National Environmental Policy Act.

Respectfully submitted,

THE CITY OF WARREN, MICHIGAN

By: Ronald L. Bonkowski, Mayor

cc: The Honorable Dennis Hertel

Exhibit VIII

024

11/07/41 49:15

Airport

Expansion plan displaces 3,600 homeowners

From page 1A

Many of the neighbors want to get out, saying the city has allowed the area to deteriorate to an area of drugs, prostitutes and rats.

Not everyone is pleased.

Windsor and suburban cities to the north are worried about increased noise and pollution and safety problems if the airport becomes larger.

"The proposed location is of great concern because it moves the airport even closer to our heavily populated areas," said Neil Standen, a Windsor consultant who said jets passing over the city will cause too many problems.

Warren Mayor Ron Bonkowski said a recent city study of home property values in southwest Warren found that prices have dropped an average of 4 percent since jet service began last year at City Airport.

"Things will only get worse (with a new runway), not better," he said. "Don't they (Detroit officials) understand what they doing, not only to Detroit, but to one of the most intensively populated areas of the United States?"

A proposed 7,400-foot runway would enable larger jets, such as the Boeing 727, a three-engine passenger plane that can carry about 160 people, to take off from City Airport.

CURRENTLY, smaller Boeing 737 jetliners take off from City Airport's existing 6,084-foot runway.

But those planes must take off with reduced passenger and fuel loads because of the shorter runway. A new, longer runway also would allow full loads.

The city says the next step is to complete studies gauging the impact on residents and businesses. A public meeting will be from 2:30 p.m. to 7:30 p.m. Dec. 20 at the Public Lighting Department, 9445 Grinnell, between French Road and Van Dyke.

Eventually, the plan will have to be considered by the Detroit City Council.

THE FAA hasn't given formal approval to the 7,400-foot parallel runway, called Alignment G, which would be in an area bounded by Van Dyke, Harper, Gratiot, McNichols and the existing field.

"'G' has only passed our airspace and operations impact review," Ernest P. Gubry, FAA airport engineer, said Wednesday. "The city must still submit detailed environmental and construction plans for our approval."

Gubry estimated the total price of the new runway, to be built west of the existing main runway, could top $100 million, including costs of buying the land and relocating Conrail railroad tracks.

"It will be easy to spend $100 million," he said.

THOMAS ANDREWS, principal city planner for the airport expansion, declined to discuss cost estimates, but admitted this plan is the most expensive of the three the city has studied for the past year.

"I don't want to get into cost estimates because of the controversy caused by estimates on other projects," he said.

One knowledgeable city official, however, estimated that land purchase costs alone would be a minimum of $100 million.

"You're looking at 3,600 occupied homes, and if they pay just $20,000 per house, that's $72 million right there," said the official, who requested anonymity. "There are 52 commercial firms, and if those go for $300,000 apiece, that's another $15 million.

"And there's 130 small businesses, according to the mayor's figures.

"Those easily could receive $100,000 each, for another $13 million."

Andrews confirmed that a major cost will be purchasing the right-of-way and building a new rail line for Conrail, which has a track on the south end of City Airport. The track is needed to serve the Chrysler Jefferson Avenue auto plant and the Budd Wheel factory along Conner Avenue.

Some estimates place the Conrail relocation at $41 million, according to city and state officials familiar with the project.

City Airport history

City Airport, on Detroit's east side, is a pioneer aviation facility, planned before Charles Lindbergh flew the Atlantic. Once the city's primary air terminal, it is getting new life as a commuter hub.

- 1926 — Detroit City Airport, 5½ miles northeast of downtown Detroit, was authorized by the City Council
- Oct. 24, 1927 — First airplane lands, although airport was incomplete.
- Nov. 3, 1927 — Airport dedicated.
- 1932 — Major airlines establish regular passenger service.
- 1946-47 — Major airlines shift operations from City Airport to Willow Run Airport near Ypsilanti, which had been built to service the Ford B-24 bomber production during World War II.
- 1948-87 — General aviation, including twin-engine executive jet use only.
- Aug. 10, 1987 — City Council approves purchase of Gethsemane Cemetery for $2.4 million to clear the approach for airport expansion. City promises not to move any of the estimated 26,000 graves.
- July 2, 1987 — Council approves expansion.
- Aug. 14, 1987 — FAA approves growth plans.
- Oct. 30, 1987 — Concerned about noise, safety and decreasing property values, Warren's City Council votes to oppose airport expansion.
- May 4, 1988 — Southwest Airlines signs a $3-million, five-year contract with Detroit to use 120- and 130-passenger Boeing 737 jet planes. Airline announced plans for flights to Chicago Midway, St. Louis and Nashville.
- July 5, 1988 — Southwest begins service with 20 flights a day.
- Nov. 28, 1989 — Continental Express, a commuter airline, announces plans to provide daily, nonstop service to Hopkins International Airport in Cleveland.
- Nov. 29, 1989 — Detroit announces plans to expand City Airport and build a new runway west of the present one to accommodate airliners with longer range.

Appraiser says advice could save city a bundle

Inadequate offers drove up projects' costs, lawyer says

By Don Tschirhart
News Staff Writer

In buying property for previous major projects, such as Chrysler's Jefferson Avenue plant expansion, the city of Detroit has run into a number of legal hassles.

But it can avoid some by hiring appraisers without political ties, according to condemnation attorney Alan Ackerman.

Ackerman ought to know.

The 42-year-old lawyer has drawn the wrath of the Young administration for his efforts on behalf of residents and businesses in the Poletown neighborhood at Interstate 94 and Mt. Elliott, cleared for a new GM plant.

HE ALSO has represented residents near Conner and Jefferson, where a new Chrysler plant is under construction.

Appraisers free of political ties are the only way to make impartial assessments — "something not done in the Poletown and Chrysler Jefferson areas," he said.

Two surveys commissioned by the city in 1985 found most of the 4,200-plus residents of the Poletown area, once predominantly Polish, were satisfied with payments they received to vacate their neighborhood.

But several businesses held out for higher offers.

"It's been nine years since Detroit started buying property for the giant General Motors Poletown plant," Ackerman said. "Two business cases — St. Joseph Hospital and Good Community Chapel — still are awaiting their day in court."

THEY ARE the last of 30 Poletown cases that ended up before juries, he said.

Mayor Coleman A. Young has been vocal about holdouts, charging such cases punished the city for undertaking the largest urban relocation project ever tackled in the United States.

"They got two, three and four times as much money for their property as they would have gotten otherwise, plus liberal relocation fees," the mayor said earlier. "Some of them, not satisfied with that, went to court and the liberal judges — it wasn't their money — are giving them twice that amount in settlements."

Ackerman said that in the Chrysler Jefferson area, only 20 percent of the cases involving businesses settled out of court.

THE REST are awaiting condemnation trial. Nearly all residents of the Chrysler area have settled out of court, with the city buying their property and giving $2,000 in moving expenses and up to $15,000 to cover increased housing costs.

Ackerman contends the city paid millions more than it expected because it made inadequate offers to buy property.

He hopes the city doesn't make the same mistake when it sets out to buy property for the airport expansion, which he favors.

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Exhibit VIII

Table 3-32

DETROIT CITY AIRPORT

SUMMARY OF FORECAST AIRCRAFT OPERATIONS, 1993-2008

Year	Air Carrier	Commuter	Air Taxi	General Aviation	Military	Total
1988	4,140	4,640	5,731	116,080	422	131,013
1993	24,960	7,488	6,000	170,485	422	209,355
1998	34,944	9,984	6,000	182,938	422	234,288
2008	54,912	12,480	6,000	210,992	422	284,806

Sources: Tables 3-13, 3-23, 3-25, 3-27 and 3-30.

525,600 min/yr

$\frac{54,912}{312}$ = 176/day @ 6 days/wk

$\frac{54,912 + 12,480}{312}$ = $\frac{67,392}{312}$ = 216/day @ 6 days/wk

Operate hrs 2200 hrs − 0700 hrs = 15 hrs/day $\frac{216}{15}$ = 14.4/hr = every 4.2 min plane lands

OR $\frac{4.166}{2}$ = every 2.08 min either take off/landing

FITZGERALD PUBLIC SCHOOLS

Exhibit IV

23200 Ryan Road Warren, Michigan 48091-1924
(313) 757-1750

September, 1989

Mr. Barry Goff

On several different occasions you asked me if the air traffic associated with Detroit City Airport has caused interruptions to the instructional process in our schools. My response usually was that I had heard informally of interruptions but that we had no systematic reports from teachers on this matter.

In an attempt to gather and have some data on record, we conducted a survey for a seven-day period of September 7 - 15. We asked teachers to note each day how many times their instruction to students was interrupted by air traffic noise associated with Detroit City Airport. These results are listed below:

School	Number of of interruptions	Number of teachers reporting	Range of no interruptions
Mound Park Elem.	263	19	0 - 58
Schofield Elem.	37	6	2 - 15
Westview Elem.	55	10	1 - 13
Chatterton Middle	45	33	0 - 3
Fitzgerald High	59	8	1 - 18

By way of example this means that during that seven-day period at Mound Park a total of 263 interruptions were reported by 19 teachers. The number of reports from those 19 teachers ranged from a low of 0 to a high of 58.

I hope this information is helpful to you. Let me know if I can be of further help.

Anthony S. Galati
Superintendent

ASG/dmg/2

Exhibit X

Aircraft noise — a 'silent killer?'

For an individual, few noise exposures are as difficult (and prohibitively costly) to control as those from low-flying aircraft. Seldom deviating much from established air corridors, this thunder showers select segments of affected communities with an irritating roar and what now appears to be a panorama of nonauditory health effects.

Consider the disturbing findings reported in the September-October AMERICAN SCIENTIST by Sheldon Cohen of the University of Oregon and by David Krantz of the Uniformed Services University School of Medicine in Bethesda, Md., together with Gary Evans and Daniel Stokols of the University of California-Irvine. The team has been studying children who attend schools along the Los Angeles International Airport air corridor. When they began their study, children in the noisier schools were in some cases subjected to one overflight every 2.5 minutes throughout the school day and peak classroom sound levels of 95 dB_A.

After controlling for hearing loss and potentially confounding economic and social variables, they found that noise-affected children — relative to their peers in quieter classrooms — had significantly higher blood pressure and greater difficulty in solving puzzles and math problems. "There was very little evidence that children adapted to the noise stressor over time," the psychologists say, since the effects remained stable over a one-year period. The results have led them to advocate that schools attempt to reduce sound levels as much as is affordable.

A Dutch study by Paul Knipschild at the University of Amsterdam's Coronel Laboratory offers an even more troubling picture of noise effects. Knipschild studied patient visits over the course of a week to 19 family physicians serving the region about Amsterdam's Schiphol Airport. Doctors logged in each patient by diagnosis, age, sex and address. The latter were then correlated with day-night equivalent-sound-level ($L_{eq/dn}$) exposure readings for their area. Knipschild's findings, reported at the Third International Congress on Noise as a Public Health Problem in Freiburg, Germany (and published in April 1980 by the American Speech-Language-Hearing Association), showed significant differences between regions with "little" aircraft noise ($L_{eq/dn}$=50 to 60 dB_A), "much" noise ($L_{eq/dn}$=60-65 dB_A), and "very much" noise ($L_{eq/dn}$=65-75 dB_A). As shown in the table below, inhabitants of successively noisier areas sought medical help more frequently for all types of problems.

Of particular interest are data noting that the incidence of high blood pressure (hypertension) in the area with the highest noise was 72 percent above that in the area with the least airport noise. A drug survey Knipschild reported at the same time provided a provocative corollary. In it he noted that over a six-year period following the opening of a new airport runway, sales of anti-hypertensive drugs doubled among residents exposed to runway noise. Prior to the runway's installation, this region had experienced virtually no airport noise. As a control, another quiet area was studied for the same period. Prescription sales records showed no increase there for anti-hypertensives.

"We conclude that aircraft noise is a risk factor to hypertension," Knipschild says. "People who develop hypertension run an increased risk of becoming atherosclerotic. Some may die from a cerebrovascular accident or a heart attack." Before such an attack, hypertensive victims frequently experience a symptomless period, which is why the disease is so often called the "silent killer." Says Knipschild, "If you agree with the conclusion that aircraft noise is a risk factor to hypertension, you will perhaps also agree with the paradox that aircraft noise is a silent killer."

Aircraft noise, $L_{eq(dn)}$ in dB(A)	<60	60-65	>65
Population at risk	14625	4050	3650
Contact rate[1] (per 1,000 persons)	57.1	79.7	93.4
Contact for:			
Psychological problems	6.5	11.3	17.5
Psychosomatic problems[2]	11.2	15.4	16.9
Cardiovascular disease	4.6	6.0	8.2

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Government Weakens Airport Noise Standards

MAR 1 3 1990

EXHIBIT XI

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But a court decision in California makes it easy to sue for emotional stress induced by jet noise

icholas Fontecchio is one of about illion U.S. residents misfortunate ugh to have lived near a modern air-. The airport in his case is Los Angeles International, one of the country's iest. This is what life was like, he s: "I'd be sitting watching TV and a would take off, or something like t, and the noise—I'd sit in my chair just hold my chair, and the whole use was just vibrating a little bit. And went on 24 hours a day. You'd either sleeping or watching TV or something night and you'd swear that the plane as coming right into your house. From that it seemed like I was in prison. It seemed like someone had put me in some kind of prison where they were torturing me. I couldn't get away from it every time I'd come home, this constant noise would start badgering me."

Eventually, Fontecchio was badgered enough to leave the neighborhood and take the city of Los Angeles to court, easily winning compensation for the loss of value to his property. What distinguishes his noise complaint from countless others, however, is that Fontecchio along with several neighbors also sued the city for "mental and emotional distress" caused by the noise. Late last year, the California Supreme Court permitted him to recover damages (about $3000) for his distress, and also opened the door to thousands of similar suits by neighbors of airports throughout the country. The attorney who brought the suit, Jerrold Fadem, is reported as saying, "They are now protected against abuse by noise, and they can sue afresh every day for emotional distress."

The significance of this unprecedented decision lies in the court's willingness to grant compensation in the absence of scientific and medical evidence that the residents suffered impaired hearing or any physical injury. The court simply affirmed the contention that jet noise interferes with daily life, and that as a result of the interference, the airport neighbors developed a sense or feeling of annoyance, strain, worry, anger, frustration, nervousness, fear, and irritability," all of which make the noise a legal nuisance. Under such a broad theory, persistent noise from sources other than airlines may also give rise to successful suits for damages. The entire field of noise control, which has been limited by the inability of scientists to prove that noise exposure leads directly to ill health, might be newly galvanized.

The significance of the case also lies in a decision by the Carter Administration and by Congress in February to permit the airlines to fly noisier, older jets for a longer period of time before they must be modified to limit the emission of noise. With more noisy planes flying about, the exposure of major cities to lawsuits under the California doctrine will be even greater. The cities may try to protect themselves by passing rules limiting either the number of flights or types of aircraft that may visit a particular airport. The airlines are currently challenging such rules in Los Angeles and Burbank, California, but seem unlikely to win in light of the California decision. One airline, Airwest, argues that if the local rules are upheld, "absolute noise ceilings will be imposed throughout the country by local government agencies eager to please their local constituencies," thereby throwing the national air transportation system into disarray.

747 departing at Los Angeles International Airport.

If this happens, it will in large part be a mess of the industry's own making. Since 1973, the Federal Aviation Administration (FAA) has required the airlines to buy jets that meet a certain minimum noise emission standard, a standard that proved both scientifically and economically feasible for new aircraft. But when the FAA sought in 1976 to apply the standard to all jets, including those purchased before 1973 (about 75 percent of the total in service), the industry immediately beseeched Congress for relief. Sympathy was found in Representative Glenn Anderson (D-Calif.), who has an aircraft plant in his district, and in Senator Howard Cannon (D-Nev.), the powerful Commerce Committee chairman who late last year received an honorarium of $2686 from the Air Transport Association. Industry claimed the modifications would be so costly ($1 billion, fleet wide) that airlines might be required to reduce service to small towns, and also that the reduction in noise was not detectable to the casual observer, and therefore not worth the fuss.

The FAA insisted the reduction was significant, particularly if attention was paid to the cumulative total. Paul Borsky, an expert in acoustics at Columbia University who testified for the agency, says "in terms of community response, there is no question whatsoever that the cumulative totals are most important." The FAA estimated the regulations would halve the number of people exposed to jet noise above a certain thresh

EXHIBIT XL

old level, resulting in fewer lawsuits against airports for lowering property values; at the time, the agency had no inkling that residents might collect for mental and emotional stress as well. John Wesler, the FAA's director for environment and energy, says, "It was a lousy idea to ease the standard in the first place. The California decision makes it even worse."

The agency did not assert that jet noise is damaging to health, even though several studies—including three in Los Angeles—have suggested that airport neighbors suffer slightly impaired hearing and more deaths due to strokes and alcoholism. "These are not conclusive studies," says Wesler. "We're satisfied that health is not a factor here, although the Environmental Protection Agency differs. Stress and annoyance is enough reason," Karl Krytor, an acoustical expe at the Stanford Research Institu agrees. "Proof of what we generally ca physiological ill health as being a dire result of noise exposure is not availab for the average person," he testified i the California court case.

In the face of White House pres sure and intense industry lobbyin the FAA had a difficult time holding it ground, and eventually it lost in bo houses of Congress. President Carte signed the bill late last month, giving th airlines at least two more years (un 1985 or 1986 instead of 1983) to lim noise emissions on two- and three-engi planes, which compose 80 percent of al those in service. Four-engine planes mu still comply by 1983, but most are ex pected to be taken out of service anyway because they consume too much fuel.

Having successfully weakened th standards at the federal level, the indu try intends now to go to the municip ities and insist that local action on noi has been preempted by whatever the fe eral government has done (or not done according to a spokesman the A Transport Association. This he arg ment advanced by Airwest against th Burbank airport, and it was also the d fense of the city of Los Angeles in suit over mental distress. But the C fornia Supreme Court rejected that ar ment so firmly it bodes ill for such ind try and airport arguments in the futu Recently, a lower court upheld the B bank airport's right to enforce its o standards.

As a result of the weakening of fed standards, cities and municipalities m have little choice but to enact nightti curfews or similar noise proscriptio The only alternative is simply to buy more land around an airport, providin sort of noise easement; the Los Ange airport alone has spent $125 million this purpose during the last deca largely with federal funds.

But even an expenditure of t amount failed to prevent jet noise fr reaching Edward R. Gaul, who lived eral blocks from the airport's north way. Gaul testified in the California on one of the peculiarities of his there: "When you are on the takeoff tern you have the low, rumbling, m booming . . . that goes on and on. W you are in the landing pattern, you the screaming whistle. You can he from a distance but all of a sudd swishes over you. It is two diffe kinds of noise, as far as I am concer They were both horrible." Gaul's fa received $5500. —R. Jeffrey Smi

Carter and the Environment

President Carter took a step toward strengthening his relations with the environmental community by receiving some 200 environmental leaders at the White House on 29 February for a "second environmental decade celebration."

In his speech before the environmentalists in the East Room, the President touched on several themes that are likely to be repeated again and again in this election year as he and his appointees seek to make the case that the Carter Administration is building an environmental record of historic significance. He said in part:

> As our descendants look back on the 1980's, let it be said . . . that we protected the public health from the continuing dangers of toxic chemicals, from pollution, from hazardous and radioactive waste . . . that we preserved America's wilderness areas, and particularly its last great frontier, Alaska . . . that we put this nation on a path to a sustainable energy future, one based increasingly on renewable resources and on energy conservation . . . that we moved to protect America's countryside and coastland from mismanagement and overdevelopment . . . that we redirected the management of the nation's water resources toward water conservation and environmental protection . . . that we faced squarely such worldwide problems as the destruction of forests, acid rain, carbon dioxide buildup and nuclear proliferation . . . and protected the habitat and existence of our own species on this earth.

The President called the water resources authorization bill just passed by the House a wasteful, inflationary, and environmentally destructive "travesty" that he intends to veto. Turning to the pending legislation to establish the energy mobilization board that he has proposed as a means of accelerating government permitting procedures for synthetic fuel and other nonnuclear energy projects, Carter sought to assure his audience that environmental standards will be observed. "I do not support waivers of substantive environmental standards, and I do not support broad grandfather clauses that are simply substantive waivers in disguise," he said.

Later, Louise Dunlap, director of the Environmental Policy Center, which leads much of the lobbying on environmental issues, said that she had already decided to support Carter for reelection. Despite some misgivings, most of the other environmental leaders seem likely to fall in with Carter, too, especially in light of the failure of Senator Edward Kennedy's campaign for the Democratic nomination to gain momentum.

The League of Conservation Voters recently rated Carter, Kennedy, and California Governor Jerry Brown as preferable to any of the Republican candidates, but gave Brown the top rating on the issues and indicated that, on their records, Carter and Kennedy are a toss-up for second choice (*Science*, 7 March). On the face of it, this effort at rating the candidates had the look of a naive exercise in single-issue politics. The ratings do not appear to provide a measured evaluation of the candidates' strengths and weaknesses even in environmental matters.

For instance, by the environmentalists' own lights, the league's top rating of Governor Brown left a lot unsaid. A few months ago, Carl Pope, a Sierra Club lobbyist and political leader in California, observed to this reporter that Governor Brown was well in front of most other national politicians in taking enlightened positions on key energy issues—but he added that Brown was such a poor administrator that the state was better run when he was away from Sacramento on the campaign trail. —LUTHER J. CARTER

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EXHIBIT XII

SCIENCE NEWS — VOL. 121
JUNE 5, 1982

Noise can be hazardous to our health

"Calling noise a nuisance is like calling smog an inconvenience. Noise must be considered a hazard to the health of people everywhere."

William H. Stewart, former U.S. Surgeon General

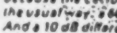
By JANET RALOFF

Second of two articles

It's not unusual for fans of rock music to leave a particularly raucous concert with a ringing in their ears — clinically known as tinnitus — or even with temporary deafness. These symptoms connote minor damage to the ear's fragile cochlea. But research is beginning to show that noise can affect far more than hearing — including blood pressure, body chemistry, susceptibility to disease, even our ability to acquire knowledge. And according to the Environmental Protection Agency, nearly *half* of all Americans are regularly exposed to levels of noise that interfere with such important natural activities as speaking, listening, sleeping or performing tasks. EPA's rule of thumb is that whenever you need to raise your voice to be heard, the background noise is probably too loud "and should be avoided."

But we don't avoid such sounds. For many of us, it has become virtually impossible to do so. The 24-hour din of street noise in many urban neighborhoods (see table) approaches or exceeds the legal limit to which workers can be exposed without hearing protection (SN: 5/22/82, p. 348). And there's willful abuse of one's own ears: Children play with cap pistols, firecrackers and motorized model airplanes. America's love affair with thunderous vehicles — "hot rods," motorcycles, speed boats and snowmobiles — is a doc-

Sound Levels (decibels)

Harmful to hearing	140	Jet engine (25 m distance)
	130	Jet takeoff (100 m away) (ABOUT 400') Threshold of pain
	120	Propeller aircraft
Risk hearing loss	110	Live rock band
	100	Jackhammer/Pneumatic chipper
	90	Heavy-duty truck Los Angeles, 3rd floor apartment next to freeway Average street traffic
Very noisy	80	Harlem, 2nd floor apartment
Urban 	70	Private car Boston row house on major avenue Business office Watts — 8 mi. from touch down at major airport
	60	Conversational speech or old residential area in L.A.
Suburban & small town	50	San Diego — wooded residential area California tomato field
	40	Soft music from radio
	30	Quiet whisper
	20	Quiet urban dwelling
	10	Rustle of leaves
	0	Threshold of hearing

Because the decibel scale is a logarithmic measure of sound intensity, values don't add in the usual way: a 60 dB sound played atop another 60 dB sound corresponds to 63 dB noise. And a 10 dB difference means one sound is 10 times louder than the other, so that the ratio between 140 dB and 0 dB is roughly 100 trillion to 1. Readings for cities (above) represent levels actually measured by EPA and expressed as a day-night average.

EXHIBIT XII

Rock bands can generate sounds in excess of 110 dB.

33 percent registered a 15 dB or greater hearing loss in the high-frequency range. When 1,410 members of the next year's freshman class were tested, 60.7 percent showed similar high-frequency losses. Lipscomb says most hearing impairments "were not serious." But the results do suggest, he says, "this generation of young persons will encounter much more serious hearing problems in their middle years than the present group of 50-to-60-year-olds." Perhaps more important, he suspects the affinity of youth for loud music is not the only factor responsible for this trend toward early hearing impairment. After all, he suggests, loud noise from many sources is becoming an increasingly pervasive element of our environment.

"The progressive increase in noise from industrial, traffic and home sources — both machine and human generated — has reached offensive proportions in the United States," observe Jack Westmont of the University of Wisconsin and James Walters of EPA's noise office in the October 1981 ENVIRONMENTAL HEALTH PERSPECTIVES. And the result, they say, is an unhealthy sensory overload for our ears and body.

Research on a remote Sudanese tribe, first discovered in 1956, tends to support their contention. Living in a relatively noise-free Stone Age culture, even the Mabaans' elders exhibit near-perfect hearing. That's important, because it had always been assumed that hearing loss was a natural part of aging. But Lipscomb notes that the hearing of 80-year-old tribesmen "was better than that of the average 30-year-old American." Such observations have led him and others to question whether presbycusis — the clinical term for age-related hearing loss — might not be a degenerative function of age so much as a lifetime's exposure to environmental noise.

What's more, Lipscomb reported that extensive examination of the tribe revealed an "inordinately" low incidence of upper-respiratory defects, cardiovascular disease and intestinal disorders. "Although the results of the Mabaan investigations must necessarily be interpreted with caution," he says "there is strong evidence that the aging processes as well as the occurrence of internal disorders might be at least augmented by the presence of high environmental noise."

That statement no doubt appeared controversial when he first reported it in CLINICAL PEDIATRICS in 1972, but it is far less so today. Scores of studies — using both laboratory animals and human populations — shore up Lipscomb's speculation. The 1981 National Academy of Sciences report, *Effects on Human Health from Long-Term Exposures to Noise*, for example, refers to research that has been published in foreign journals linking excessive noise levels in industry with increased neurologic and gastrointestinal disturbances among workers. And the EPA's report, "Noise: A Health Problem," says that "cases of ulcers in certain noisy industries have been found to be up to five times as numerous as what normally would be expected." That report also noted that studies since the 1930s have chronicled in workers exposed to loud noise the types of digestive changes that were thought to lead to ulcers. Recently, Hans Döring and German colleagues at the University of Freiburg explored whether sound had to be mediated by the ear before it could play a role in gastrointestinal disorders. They reported in 1978 that contractile proteins of smooth intestinal muscle could be altered by the direct interaction of sound upon the tissue.

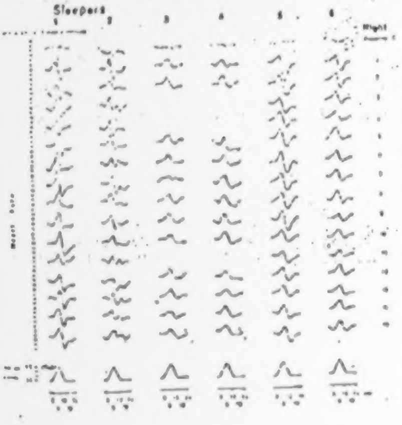
While the methodology used in many of these studies has been questioned, the noise research community is nonetheless coming around to accepting the idea that loud sounds are responsible for more than hearing problems.

Noise is a recognized stressor, meaning the body views it as a warning signal. Although most noise we encounter does not signal danger, our bodies still react to each loud sound as if it were a threat or warning. The EPA sums it up, saying: "The body shifts gears. Blood pressure rises, heart rate and breathing speed up; muscles tense; hormones are released into the bloodstream, and perspiration appears." If the sounds are sudden, unexpected or difficult to recognize, they don't even have to be especially loud to call out these responses.

What's probably most important is that though we can intellectually tune out noise, physiologically, our bodies never adapt. That's why these changes continue to occur even during sleep, as Alain Muzet and Jean Ehrhart demonstrated graphically in research at the Centre d'Etudes Bioclimatiques du CNRS in Strasbourg, France.

Three men and three women (aged 19 to 24 years) were allowed to adapt to sleeping in their laboratory. After three quiet nights, Muzet and Ehrhart bombarded their sleepers for the next 15 nights with a barrage of traffic sounds. Played over loudspeakers at a rate of 30 per hour, the noises randomly exhibited peak intensities of 45, 55 or 65 dBA. Heart rate, finger-pulse amplitude and pulse-wave velocity were measured throughout the night, and each sleeper filled out a questionnaire upon waking.

After the first two to seven nights, the subjects no longer reported having been disturbed by noise during their sleep. However, their bodies failed to habituate: As a sample log of their heart rate shows, loud noise temporarily spiked heart rate as much as four fold — and effects measured the fifteenth night were identical to those logged the first night. "Such a result raises the question of what are the long-term effects on the cardiovascular system of low-intensity (and perhaps even unnoticed) noises that occur during sleep," the researchers conclude.



Baseline (broken lines, top row) establishes normal sleeping heart rate. Below it are examples of spike in heart rate for each of six subjects responding to traffic noise. Sleeping heart rate was as affected the fifteenth night as it was the first.

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EXHIBIT XII

Such research has pointed toward a wide range of nonauditory effects in human populations — most notably high blood pressure (see connecting story).

But what has environmental noise researchers most concerned is an apparent need of much of today's youth to shroud themselves behind a sound screen of deafeningly loud rock music. More than a decade ago, David Lipscomb, director of the University of Tennessee's Noise Study Laboratory, recorded sound levels in a youth-oriented Knoxville dance establishment that consistently peaked at 122 dB. Since then, rock music halls have anything but lost their deserved reputation as purveyors of excessively loud sound.

Parents, unwilling to share the youthful craze for loud music, have frequently encouraged their children to use earphones when listening at home. But Lipscomb points out that very efficient stereo-and-headphone sets have been demonstrated capable of delivering 136 dB$_A$ (the A-weighted dB scale has been filtered to account for the frequency sensitivity of the human ear), when turned all the way up, and peak sound levels in the 150 dB range.

"That's close to what you'd experience if you were riding inside the cell of a jet engine at maximum takeoff power," he told SCIENCE NEWS. "I'm not downgrading earphones, because for both privacy of listening and avoiding the disturbance of others, earphones are good. But," he said, "I am against the careless use of earphones," including portable earphone listening systems, like the Sony Walkman.

Merely mentioning these portable, personal listening devices is enough to propel onsulting audiologist Maurice Miller onto he nearest soapbox. Miller, who studies uch systems as used by consumers on the treets of New York City, says he has rouinely encountered users listening at 102 o 127 dB. Like Lipscomb, his disdain is not ur the technology but its abuse, particuarly by youth.

And there are signs such abuse is taking s toll. Lipscomb's audiological surveys of igh school students and incoming freshen have demonstrated what he terms n awesome trend toward loss of highequency hearing acuity" — probably wing in large part to noise exposures. Of 769 college freshmen he tested one year,

Aircraft noise — a "silent killer"

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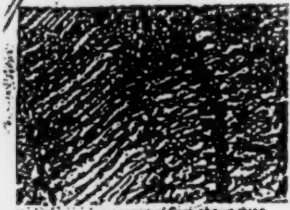
"We conclude that aircraft noise is a risk factor to hypertension," Knipschild says. "People who develop hypertension run an increased risk of becoming atherosclerotic. Some may die from a cerebrovascular accident or a heart attack." Before such an attack, hypertensive victims frequently experience a symptomless period, which is why the disease is so often called the "silent killer." Says Knipschild, "If you agree with the conclusion that aircraft noise is a risk factor to hypertension, you will perhaps also agree with the paradox that aircraft noise is a silent killer."

Aircraft noise, L_{dn} in dB(A)	<60	60-65	>65
Population at risk	14825	4050	3650
Contact rate[a] (per 1,000 persons)	57.1	79.7	93.4
Contact for:			
Psychological problems	6.5	11.3	17.5
Psychosomatic problems[b]	11.2	15.4	16.9
Cardiovascular disease	4.6	6.0	8.2
With hypertension	2.5	3.1	4.3

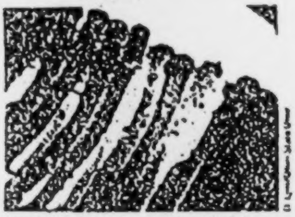
[a] rate is based on number of patient contacts per week per 1,000 people in the area

[b] low back pain, spastic colon, stomach complaints, allergic diseases, tinnitus, dizziness and headache

EXHIBIT XIV



Healthy guinea pig organ of Corti shows three wavy rows of outer hair cells (right) and parallel row of inner hair cells (left).



Stereocilia from noise-exposed animal exhibit earliest changes — development of vesicles that will eventually rupture.

Degenerated outer hair cells shown among [illegible]. Damage occurred from [illegible]-hour exposure to 117 dB noise at 1000-2000 Hz.

Picturing the Effects of Noise

"We have an idea of what noise does to the ear," David Lipscomb says. "There's a pretty clear cause-effect relationship." And these photomicrographs of the cochlea's tiny structures graphically document noise trauma to the inner ear.

Hair cells transmit the mechanical energy of sound waves into those neural impulses that the brain interprets as sound. Loud noise can damage or destroy hair cells as these scanning electron micrographs illustrate.

Hair cells come in two varieties: a single row of inner cells and a triple row of outer ones. "Outer cells degenerate before inner cells," notes Clifton Springs, N.Y.-otolaryngologist Stephen Falk. The most subtle change wrought by noise is a development of vesicles, or blister-like protrusions along the walls of the hair cells' stereocilia. Continued assault by noise will lead to a rupturing of the vesicles and damage. In addition, the "cuticular plate" — base tissue supporting the stereocilia — may soften, followed by a swelling and ultimate degeneration of hair cells.

But sensory hair cells are not the only structures at risk. Adjacent inner-ear cells, such as Dieter's cells and Hensen's cells, may undergo vacuolation — development of degenerative empty spaces in cells. Even nerve fibers synapsing at the hair cells' roots may die. In the final phase of noise-induced cochlear damage, the organ of Corti — of which hair cells and supporting cells are a part — is completely denuded and covered by a layer of scar tissue.

Organ of Corti tissue showing three geometric rows of outer hair cells. Normal cells in photo at left, noise-damaged cells in photo at right.

umented sociological phenomenon. Recreational use of firearms is growing. And many of the nation's youth have "turned on" to a literally deafening immersion in *loud* rock and roll. The combined assault of these intentional and inadvertent sources of noise is having an impact on the health and emotional well-being of our society.

Take hearing. The human auditory system evolved to handle sound frequencies and levels necessary for survival in the natural world — a far tamer environment than the nearly ubiquitous noise to which our ears are now exposed. Federal statistics indicate that as many as 20 to 25 million Americans — about one in 10 — are exposed to noises of sufficient duration and intensity to cause a permanent hearing loss. But "[t]he idea that hearing loss is solely the result of industrial noise is dangerously erroneous," notes the EPA in a 1978 report, "Noise: A Health Problem." In fact, the agency has collected data suggesting that at least 10 million people encounter damaging levels of noise outside the work environment.

According to the President's Council on Environmental Quality, at least 13.5 million people are exposed to vehicular noise with an equivalent sound level (L_{eq}) of 75 decibels (dB) or more — a level the agency considers sufficient to cause risk of permanent damage to hearing. This source of noise will grow over the next decade, not only as the number of autos traveling the nation's roadways increases but also as the formerly popular V-8 engines are replaced within this fleet by an increasing proportion of much noisier diesel engines and four-cylinder gasoline engines.

More problematic are exposures within the home from passing rapid-transit trains and low-flying aircraft. In New York City alone, an estimated half-million people are assaulted by rail rapid-transit noise at levels of between 85 dB and 100 dB. Homes situated near airports or along airport-runway takeoff and landing corridors may also be subjected to noise in the 70dB to 85 dB range.

In fact, it's because aircraft noise in residential settings can be so loud that many research programs have focused on it in attempts to gauge the body's response to uncontrollable high-decibel exposures.

TUESDAY, APRIL 24, 1990.

FAA—NATIONAL AIR TRAFFIC CONTROLLERS ASSOCIATION

WITNESS

JOHN F. THORNTON, SENIOR DIRECTOR, LEGISLATIVE AFFAIRS, NATCA

Mr. LEHMAN. Mr. Thornton.

Mr. THORNTON. Good morning, Mr. Chairman.

The NATCA welcomes the opportunity to testify before your subcommittee today. I have submitted a full statement for the record, and I will highlight a few of the key points.

I would like to focus on some interrelated operation issues that burn brightest among our members: staffing, the Pay Demonstration Project, permanent change of station money and training. All of these are framed by the question, has the controller work force been rebuilt to reach pre-strike levels?

DOT and the FAA would tell you yes. However, a controller just 40 minutes from here at the Washington Center would give you a resounding no.

Do the Washington Center and similar facilities need more FPLs? Of course, they do. Many controllers are working bare-bone shifts and are frequently asked to work an extra two hours of overtime per shift whenever time is available.

O'Hare controllers still work six-day weeks every week, and those at the New York TRACON, for example, are working six-day weeks every other week. NATCA hopes that no one is misled by FAA reports of the dramatic downturn in overtime which gives the appearance that staffing is adequate. It most certainly is not.

Many facilities still badly need the overtime but cannot get it because overtime is no longer being offered. The need did not go away, but the overtime did.

Level I and II VFR facility controllers have a different story to tell. These controllers have backroomed the smaller facilities and are ready to take the next challenge, Level III, IV, V terminals and the in-route centers. But because of a bare trick-all permanent change of station money, PCS money, most of them have felt abandoned and marooned. At the ripe-old age of 25 or 30, they feel they are being treated like "has beens".

The FAA believes that it is cheaper to take developmental straight out of the academy and place them into high density facilities. The results of that misplaced philosophy are high wash out rate and poor morale and frustration for those controllers who wait endlessly for their chance to move up.

The call for the Pay Demonstration Project was the strongest indicator yet that the FAA could not attract and retain personnel at chronically understaffed facilities. And the confirmed fears that the FAA staffing and career policies were ineffectual.

As you have heard from the FAA and the GAO, the pay demo has been slow getting off the ground. NATCA contacted its representatives at the nine facilities who told us some slightly—told us that some highly qualified candidates are bidding into their facilities and some are making the move; principally into the terminals.

This is good news and the relief is welcome, but there are serious questions about the accuracy of the FAA staffing numbers.

Beneath these seemingly placid waters also lies an undercurrent that could drag down the pay demonstration project. Last summer we were getting reports back from the field relating how controllers accepted into the pay demo facility were told they would have to wait up to a year to move because there is no PCS funds available.

There was an additional bizarre twist. Other controllers who are ready to transfer were told that they could not be spared from their facility of origin. I can understand the frustration. The FAA was rattling its tin cup singing, "Buddy, can you spare an FPL?". No facility is fat with FPLs and to staff Chicago or New York Center, another center would have to get short-staffed.

A third problem is training. Our rep at the Chicago Center lamented that the center can only accept five pay demo controllers per quarters, because there was no overtime to pay for on-the-job training. He concluded that if the overtime were made available, the FPL level at the center could be raised within 18 months from the current 52 percent to 70 percent. He and many of our other members suggest that this money can come from eliminating or sharply paring back contract training.

The scenario I have given you points to an ATC work force that is still stretched too tight for the massive job that it must tackle. It is like trying to fit a single sheet on a double bed.

NATCA contends that the FAA is about 3,000 FPLs short. We do not believe the agency's explanation that here has been a mass migration to new facilities of FPLs who have lost their status while waiting recertification. There is not enough PCS money available to allow for such an enormous game of FPL musical chairs.

By 1995, half the work force will be eligible to retire. Who will replace them?

Given the dribs and drabs of controllers that are added each year, it seems impossible that we will be able to meet the anticipated shortfall, and this is all occurring in the midst of NAS plan implementation when we will need bubble controller staffing to handle training in normal ATC facilities.

In the next few weeks, we hope to provide more information to the subcommittee on this potentially critical staffing problem. NATCA has been looking forward to this hearing if only to leave one message. Please give us more PCS funds, at least double what we have today, and this should be used exclusively for controller moves.

I cannot stress enough the urgency of this project. In the long run the FAA needs greater flexibility in personnel and procurement practices. However, in the interim, additional PCS money would allow the FAA to move qualified personnel to some of our more belabored ATC facilities and more PCS would invigorate a demoralized work force by giving young men and women the opportunity to move up and advance their careers.

Thank you. I will answer any questions.

Mr. Lehman. Thank you very much.

In principle, the FAA Administrator is opposed to the plan for moving those into high density areas, the pay demo plan. Are you, in principle, opposed to this?

Mr. THORNTON. I am not quite sure I understood the question.

Mr. LEHMAN. You talked about the pay demo plan.

Mr. THORNTON. Yes.

Mr. LEHMAN. And all the problems involved in it. Are you opposed to the pay demo plan?

Mr. THORNTON. No, we are in favor of the pay demo. What we are finding is in the terminals, they are able to attract sufficient new FPLs to come in and certify quickly. But en route centers, 95 percent of the new staffing still comes from new developmentals fresh out of the academy who have a 60 percent chance of not succeeding in that training environment.

Mr. LEHMAN. Mr. Coughlin.

Mr. COUGHLIN. Thank you, Mr. Chairman.

You referred to the PCS money. Do you know how much PCS money there was last year?

Mr. THORNTON. We have attempted several times to get that information from the FAA, and the numbers they have given us each time were so different that they just were not usable.

We would like to find that out and to have that increased and just denoted for PCS moves on controllers only.

Mr. COUGHLIN. You do not know what it was last year or what they requested this year in terms of PCS money?

Mr. THORNTON. No.

Mr. COUGHLIN. Thank you, Mr. Chairman.

Appreciate your testimony.

Mr. LEHMAN. Mr. Durbin.

Mr. DURBIN. I have a real interest in this Pay Demonstration Project for O'Hare. I have been there and most of the members of the Subcommittee have been there. Tough job for an air traffic controller there, and very tough to keep personnel in place and to attract people to live in the Chicago area. I do not understanding it. It is a wonderful place to live but some prefer Miami or other places.

Mr. THORNTON. Obviously they have not been down to the second city.

Mr. DURBIN. They have not been to Rigley Field or any place important.

We thought that we were going to solve this problem and it was controversial within this Subcommittee with the Pay Demonstration Project. We were going to pay a little more and attract some air traffic controllers to some of these airports that need additional assistance.

What I hear you saying this morning, though, is it has not worked, and you suggest in your testimony that the FAA has been tossing roadblocks in the path of those controllers who might consider moving into these facilities. And you also suggest that the type of people they do attract are not the most talented people available but some time in many cases freshly out of the academy.

Do you sense that this is something that is to be resolved? The FAA is moving toward resolving it? Are the problems reflective of just the fact that this is a start-up project? Or do you think there is a resistance to implementing the Appropriations Committee suggestions for this project?

Mr. THORNTON. I think there is a willingness in the FAA to let this project succeed and it should succeed. And there was some awkwardness in the beginning getting it started up. At O'Hare, for example, they have done quite well attracting new FPLs from other facilities. But, for example, there was a well qualified controller from La Guardia Tower who had bid on the O'Hare job, but because staffing was so short at La Guardia, she was told that she could not leave until some time in 1991, and she was one of the early bids when the program went into effect. So, it is stretched out for some people.

There should be a special plan, I think, to support the pay demo and I do not know if the FAA has one. I know they do not have one concrete. I am not sure if they have a glimmer of one, but there should be special funding put aside for transferring people and for allowing people from other high density facilities to transfer if they choose and to be able to be replaced in a short period of time.

The ability to transfer people and the ability to allow the people to move from their facility of origin is a real problem today.

Mr. DURBIN. So that is where the hang up is as you see it.

Mr. THORNTON. That is where the hang up is, yes.

Mr. DURBIN. We put the money out there as an incentive. But if an existing air traffic controller, who is a full performance controller, wants to move from one facility to the other, the FAA says we cannot afford to move you.

Mr. THORNTON. Yes. That is true. The incentive is working. There is a lot of interest in it. The problem probably is more dramatic in the en route side. At Chicago Center, for example, 90 to 95 percent of their new people are all people fresh out of the academy.

Well, the FAA does not incur a PCS cost in that transfer, nor do they really have to give an incentive for someone to come that route because the job then is the incentive. The person coming in is fresh. They do not understand what a type of facility Chicago Center is and how busy it gets. But the incentive is there because of the job. Yet, they are using this 20 percent as an additional incentive. It is working to keep the people there, but I do not know if it is necessary to attract.

But the controller from Cleveland Center cannot get relief from Cleveland Center to go to Chicago Center and that is the problem.

Mr. DURBIN. So, it is not just a question of the cost to transfer, but it is permission to leave the center that you are presently serving?

Mr. THORNTON. Exactly. The staffing is so short throughout the country that whenever you let one FPL, who has tremendous value at that facility, go from one facility to the next, you have incurred a severe loss at that initial facility.

Mr. DURBIN. Thank you. Your testimony has been very helpful this morning. We will use it when we go into markup.

Mr. THORNTON. Thank you.

Mr. LEHMAN. Mr. Wolf.

Mr. WOLF. No questions, Mr. Chairman.

Mr. LEHMAN. Thank you.

Mr. THORNTON. Thank you, Mr. Chairman.

Mr. **LEHMAN**. We are paying a lot of money for these transfers. But, as you said, it is not always the cost, it is the release.

Mr. **THORNTON**. Yes, it is discretionary too on the part of the FAA. And when, for example, last year a large part of the pay demonstration was funded from their existing budget, well, then PCS funds became almost nonexistent.

Mr. **LEHMAN**. It costs more than ten times as much to transfer an FAA employee than it does a Coast Guard employee. And so it is expensive.

Mr. **THORNTON**. Sure.

Mr. **COUGHLIN**. Mr. Chairman.

Mr. **LEHMAN**. Mr. Coughlin.

Mr. **COUGHLIN**. I was just checking on it. The cost of a move has gone up. In 1989 an average move cost $25,000. In 1990, it went up to $28,600. In 1991, they estimate the cost being $33,300 for each move. I guess that is because the government has got to buy the houses, right?

Mr. **THORNTON**. Yes. And perhaps that really needs to be looked at. I think a lot of that was put into effect because the need to be able to move controllers very quickly with a little bit of fuss right after the strike. In succeeding years of the strike, I do not know if that need still exists.

Mr. **COUGHLIN**. The need for the——

Mr. **THORNTON**. I do not know if the need for the government to purchase the house still exists.

Mr. **COUGHLIN**. Do you support eliminating that?

Mr. **THORNTON**. I do not know if I would be willing to say that either. I think it all needs to be looked at. If you are looking at a way of overhauling PCS moves and there would be assurances that sufficient funding would be available to move, I think most people would be willing to loosen up on that side of the problem for the ability to move and to progress in their careers, yes.

Mr. **COUGHLIN**. You think there would be some flexibility among the——

Mr. **THORNTON**. I think they would be very interested in looking at that, yes.

Mr. **COUGHLIN**. And evaluating or changing the method of moving.

Mr. **THORNTON**. Yes.

Mr. **COUGHLIN**. And the method of compensating for the move.

Mr. **THORNTON**. Yes.

Mr. **COUGHLIN**. Thank you, Mr. Chairman.

Mr. **LEHMAN**. Thank you very much.

[The prepared statement of John Thornton follows:]

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TESTIMONY OF
JOHN F. THORNTON
SENIOR DIRECTOR, LEGISLATIVE AFFAIRS
NATIONAL AIR TRAFFIC CONTROLLERS ASSOCIATION
BEFORE
THE HOUSE APPROPRIATIONS
SUBCOMMITTEE ON TRANSPORTATION
ON FAA FY '91 APPROPRIATIONS
APRIL 24, 1990

The National Air Traffic Controllers Association, MEBA/AFL-CIO welcomes this opportunity to testify before the subcommittee on the FAA's FY 1991 Appropriations.

I would like to focus today on some selected interrelated Operations issues that burn brightest among our members: staffing, the Pay Demonstration Project, permanent change of station money and training.

All of these issues are framed by the question, "Has the controller work force been rebuilt to pre-strike levels?" The Department of Transportation and the FAA would tell you, "Yes." However, a controller just 40 minutes from here at the Washington Center would give you a resounding, "No."

So who is right? For a number of reasons that I will outline, NATCA would stick by the Leesburg controller's assessment. For example, our National Safety Committee Chairman is a controller at the Washington Center. He has almost 20 years of experience and has ridden the FAA's staffing roller coaster for the past nine years. He points out that before the strike there were approximately 25 to 27 Full Performance Level controllers working his area per shift; today, there are 15 to 16 and they are working more traffic and in intense surges because of deregulation and hubbing.

Do the Washington Center and other similar facilities need more FPLs? Of course they do. The FAA did not wave a magic wand which somehow made working air traffic easier. The controllers are working bare-bones shifts and are frequently asked to work an extra two hours of overtime per shift when overtime is funded and available. O'Hare controllers still work 6-day weeks every week and those at the New York TRACON, for example, are working 6-day weeks every other week.

And NATCA hopes that no one is misled by FAA reports of a dramatic downturn in overtime hours. For years, the FAA was castigated for its high rate of overtime. Critics claimed that it was proof positive that there were not enough controllers to handle escalating demands. By coincidence or because of budgetary pressures, the Agency subsequently cut back severely the amount of overtime.

Mind you, many facilities still badly need the overtime, but cannot get it because overtime is no longer being offered by the FAA. The need did not go away, the overtime did. There have also been instances where individual managers have restricted overtime so that it could be turned back at the end of the year. Perhaps some of these managers did this for reasons of thrift; others may have turned back overtime for the bonus they would receive from the FAA.

So what happens is that fewer and fewer controllers are working a shift but there is the appearance that staffing is adequate for the task at hand. It most certainly is not. It sounds like a broken record, but once again, controllers are told they must make do with what is available. And they are the ones making the system work through their own sacrifice and dedication.

However, there is another side of the coin. I have received numerous letters from our members in the smaller terminals, particularly the Level I and II VFR facilities. They tell me that the overworked controller profile that I just gave you does not resemble their lives.

These controllers contend that they have outgrown the smaller facilities and are ready and willing to take on the next challenge: the Level III, IV and V Terminals and En Route Centers. However, there is very little opportunity for them to bid up and out of their smaller facilities. Because of a bare trickle of Permanent Change of Station Money (PCS), most of these controllers are effectively abandoned and marooned at Level I and II facilities.

At the ripe old age of 25 or 30, they are treated like has-beens by the FAA/DoT bean counters.

The FAA believes that it is cheaper to take developmental controllers straight out of the Oklahoma City Academy and place them into the high density facilities. We all know the results of that misplaced philosophy: wasted energy by OJT instructors, a high washout rate among developmental controllers and poor morale and frustration for those controllers who wait endlessly for their chance to move up. It is a no-win situation for all involved and it is a very poor and antiquated use of human resources, not to mention money.

The call for the Pay Demonstration Project was the strongest indicator yet that the FAA could not attract and retain personnel at chronically understaffed facilities. The Agency likes to "validate" findings and the Pay Demonstration Project confirmed fears and suspicions that the FAA's staffing and career progression policies were ineffectual.

During consideration of the project, NATCA argued that more ATC facilities should be included over the eight originally proposed. However, we were successful in adding only one more: Bay TRACON. There are many, many more deserving facilities that the FAA did not include because of a lack of funding. Although the Agency has not been willing to reopen negotiations on the Project, we will continue to make every attempt possible to get deserving facilities added to the program. We are aware of the reservations expressed last year by the subcommittee over the Pay Demonstration Project, but nevertheless NATCA is still foursquare in back of the Project and urges that it continue to be funded.

The Pay Demonstration project has been slow getting off the ground and has experienced mixed success. Prior to this hearing, NATCA contacted its representatives at the nine affected facilities. They told us that some highly qualified candidates are looking into bidding into their facilities and some are actually making the move -- principally at the terminals. This is very good news indeed and the relief is most welcomed but there are serious questions about the accuracy of the FAA's staffing numbers. I am attaching a letter from our facility rep at the O'Hare TRACON who finds the staffing data "misleading."

Beneath these seemingly placid waters lies an undercurrent that could drag down the Pay Demonstration Project: inadequate PCS money and the reluctance of air traffic managers to release controllers to the Pay Demo facilities. This is especially true at the En Route Centers, but the situation also exists in the terminal option.

Last summer, we were getting reports back from the field relating how controllers who were accepted into a Pay Demonstration facility were told that they would have to wait up to a year to move because there was no PCS money. An article appeared in "Aviation Daily" describing this problem, and lo and behold, the FAA found some PCS money and some controllers were moved, but not enough by any stretch of the imagination.

There was an additional bizarre twist. After informing their managers of their intent to transfer, some controllers were told that they could not be spared from their facility of origin. I can understand the frustration and reluctance of these facility managers. One would be hard pressed to find a high density facility, especially a Center, that is fat with FPLs. The FAA was rattling its tin cup singing, "Buddy, can you spare an FPL?" To staff a Chicago or New York Center, another Center would have to bear the brunt and go short staffed.

The proof is in the FAA's statistics found in the January 1990 status report on the Pay Demonstration Project. New York Center and Chicago Center had a total 14 transfers from the Pay Demonstration Project while at the same time they hired 55 developmentals. This is way out of proportion; it should be exactly the opposite.

However, the Centers are not alone. Our facility rep at LaGuardia was also told that she would have to wait a year before she could transfer to O'Hare, and other controllers there have been given a 1991 release date. The reasons: not enough PCS money and no one qualified to replace them.

A third problem with the Pay Demonstration Project is training. Our representative at the Chicago Center is very impressed by the exceptionally good caliber of controllers applying under the Project. However, he lamented that the Center can only accept five of these controller per quarter because there is no overtime to pay for on-the-job training. He concluded that if the overtime were made available, the FPL level at the Center could be raised within 18 months from the current 52 percent to 70 percent. Our rep and many other of our members suggest that this money should come from eliminating or sharply paring back funding for contract training.

NATCA testified last fall before the House Science and Technology Subcommittee on Transportation, Aviation and Materials on the many and serious problems in the present system of training air traffic controllers. We told Chairman Valentine that controllers see little or no benefit from the contract training that the FAA relies so heavily upon. A contract-trained developmental often has to be retrained on the floor by his fellow controllers.

In spite of advances in simulator technology, there is also no substitute for extensive on-the-job training. Yes, OJT is time consuming, and overtime for it is expensive, but you get a first-rate controller in return who will serve the system well for years to come. You cannot say the same about contract training. It is simply throwing good money after bad.

The scenario I have given points to an Air Traffic Control work force that is still stretched too tight for the massive job it must tackle. It is like trying to fit a single sheet on a double bed. You tug at one corner to make the sheet fit and the other corner pops loose leaving an exposed area. There is not enough material to do the job. It is time that we faced up to reality and stopped trying to dance around the facts by constantly redefining "controller work force" to cover up our inadequacies. FAA/DoT press releases aside, we are not back to pre-strike levels. We have a contradictory and distorted view of the strengths and weaknesses of the system. The FPL is still the best way to gauge where we are in relation to August 1981; why avoid it?

NATCA contends that the FAA is about 3,000 FPLs short and we don't believe the Agency's explanation that there has been a mass migration to new facilities of FPLs who have lost their status while awaiting recertification. There is not enough PCS money available to allow for such an enormous game of FPL musical chairs.

By 1995, half of the work force will be eligible to retire. These controllers will be gone the minute they get the green light. The money is good for many of them but it is not worth the aggravation. Equally disturbing is that younger controllers are quitting in droves; 17 quit at the Oakland Center alone last year. Who will replace them? Given the dribs and drabs of controllers that are added each year, such as the proposed 495 for FY 1991, it seems impossible that we will be able to meet the anticipated shortfall. Our members constantly ask me, "Doesn't the FAA know that these controllers are leaving? Why don't they start replacing them now?"

If the problem is absorbing new blood into the Air Traffic Control system, then we should be concentrating more on rethinking training techniques. As we suggested earlier, we must be able to reprogram some of the money currently being used for contract training for overtime for O-J-T. I am convinced that a joint training effort by the FAA and NATCA could dramatically increase the number of FPLs being produced today.

We are even more concerned about the staffing problems lurking around the bend as the NAS plan is implemented. Unfortunately, the FAA has not deemed it necessary to include NATCA in its implementation staffing planning. Quite naturally, we have serious doubts that the FAA will be able to meet controller requirements when it is faced with: (1) present inadequacies coupled with normal attrition; (2) the Initial Sector Suite System transition phase which will cause some early retirements and which will require double- or "bubble" staffing to cover the training of controllers while the facility is still in operation; (3) the enormous upheaval of personnel that will occur under the Area Control Facility and Metroplex Control Facility plans; and (4) the other capital improvement initiatives such as the new Denver Airport, the DFW Metroplex, the new O'Hare TRACON and the Terminal Los Angeles Basin Study. NATCA is in the process of preparing a paper on these and other NAS Plan staffing issues that have recently come to our attention and we hope to share our findings with the subcommittee by the second week in May.

NATCA has been looking forward to this hearing if only to leave one message: please give us more PCS money. Given the facts that the costs of such moves has nearly doubled over the past four years and that the FAA starts running out of PCS money after the first quarter, we need at least double if not triple over what is currently being budgeted. And it should be specifically designated and protected for controller PCS moves, removing the Agency's discretionary control over that fund.

I cannot impress enough upon the subcommittee the urgency of the problem. We all know that the FAA needs greater flexibility in personnel and procurement practices. However, in the interim, more PCS money would allow the FAA to move qualified personnel to where they are most needed and would provide immediate relief to some of our more beleaguered and besieged ATC facilities. And it would also invigorate a demoralized work force by giving young men and women the opportunity to move up and advance their careers.

PCS is not flashy, it is not the material of press conferences or of convention displays, but a little PCS money will go a long way in today's Air Traffic Control system in remedying at least some of the problems that have daunted us for so long.

The picture that I have just given the subcommittee is of a system still under enormous strain and one which does not react quickly to pressing needs. Controllers are seriously demoralized by understaffing, career stagnation, the lack of mobility, and poor training. And the users of the ATC system bear the ultimate sacrifice for these failures.

Perhaps I am an eternal optimist, but I still believe we can turn this situation around if the FAA is willing to tackle the mundane yet pressing problems of people that are always the first to be pushed into the shadows and the last to be given their true due.

However, it is also going to take money. NATCA does not relish coming before Congress hat-in-hand, begging for more money to hire, train and retain controllers. However, we cannot get by any longer shifting money from one FAA account to another. There has to be additional funding to tame the air traffic control monster deregulation unleashed. Freeing up the Trust Fund can help to a point but someone will still have to pick up the slack. If we want to continue to enjoy quality air traffic service and growth, the Administration and Congress will have to make the tough decision of where this funding will come from. Thank you.

National Air Traffic Controllers Association
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FEB 1990
RECEIVED

February 20, 1990

Steve Bell
President
National Air Traffic
Controllers Association
Suite 845
444 North Capital Street
Washington, D.C. 20001

Dear Steve:

Last week I received a copy of the Status Report of the DOT/FAA Pay Demonstration Project for the Quarter ending December 1989. The report was prepared by the Special Projects Staff, AHR-4.

Appendixes 1, 2, and 3 contain data on staffing levels, recruitment, turnover, and work force statistics. Local C90 believes that the way the FAA is presenting the staffing data is these appendixes is missleading, and is not in the best interest of the barginning unit members at the Chicago TRACON.

In appendix 1, staffing levels for the Chicago TRACON indicate we have 110 people. The on-board total, which includes controllers, supervisors and area managers, as of January 31, 1990, is 83, a difference of 27. This difference creates a wide discrepancy in the 5th year goal percentage of onboard staffing. (C90 is portrayed at 100% of the goal).

Appendix 3 provides work force statistics, specifically, the percentage of employees at the full performance grade level. The report indicates that "this provides (a) more meaningful indication of the relative experience level of the work force at air traffic facilities. Providing this information is acceptable, however, the report should include actual FPL levels. This will reflect a more accurate picture of the covered facility's current status.

The authorized staffing level for controllers in the Chicago TRACON is in question. Our Air Traffic Manager indicated recently that the level was increased from 72 to 76. Jay Camp, who was involved with the proposed terminal staffing standards order, has documentation that indicatates the level is 85. The difference is enough to alter any percentages significantly.

I have discussed this problem with Joe Bellino and he recommended I request your assistance in correcting the report, and changing the way future evaluations are conducted. I feel these discrepancies may not be limited to Chicago, and may have an impact nationally.

The controller staffing levels for the Chicago TRACON, as of January 31, 1990, are as follows:

FPLs - 34
Developmentals - 33 with one developmental awaiting reassignment

Appendix 3 also indicates the average overtime worked per week. The data for Chicago reflects both the tower and TRACON average. This is very deceiving. The TRACON FPLs are still working mandatory six day weeks. The tower works very little overtime. The excuse that the tower and TRACON only have one payroll cost center is too convenient. The facilities have been separate for almost five years. The separation of this statistic will accurately reflect the high use of overtime in the TRACON. (By far, the highest in the country).

Local C90 recommends:

1) We provide the corrected information to the Office of Personnel Management, Office of the Secretary of Transportation, and the Government Accounting Office.

2) We examine the methods of evaluating this program thoroughly and provide recommendations to improve evaluation to AHR-4.

3) We request that O'Hare Tower and TRACON management split the payroll cost center immediately.

4) We determine the actual authorized staffing level of Full Performance Level controllers for Chicago TRACON.

Your assistance in this matter is appreciated. I will be visiting your office on March 5 if you care to discuss this further.

Respecfully submitted,

Wm. Duane Dupon
President
Local C90

Copy to:

AGL Regional Representative

Tuesday, April 24, 1990.

FEDERAL AVIATION ADMINISTRATION, NATIONAL AVIATION COALITION

WITNESS

JAMES D. GORMLEY, PRESIDENT, GENERAL AVIATION MANUFACTURERS ASSOCIATION REPRESENTING: AEROSPACE INDUSTRIES ASSOCIATION, AIRCRAFT OWNERS AND PILOTS ASSOCIATION, AIRLINE PILOTS ASSOCIATION, AIRPORT OPERATORS COUNCIL INTERNATIONAL, AIR TRAFFIC CONTROL ASSOCIATION, AIR TRANSPORT ASSOCIATION OF AMERICA, AIRPORT CONSULTANTS COUNCIL, AMERICAN ASSOCIATION OF AIRPORT EXECUTIVES, EXPERIMENTAL AIRCRAFT ASSOCIATION, GENERAL AVIATION MANUFACTURERS ASSOCIATION, HELICOPTER ASSOCIATION INTERNATIONAL, NATIONAL AERONAUTICS ASSOCIATION, NATIONAL AIR TRANSPORTATION ASSOCIATION, NATIONAL ASSOCIATION OF STATE AVIATION OFFICIALS, NATIONAL BUSINESS AIRCRAFT ASSOCIATION, AND REGIONAL AIRLINE ASSOCIATION

Mr. Gormley. Good morning, Mr. Chairman, and members of the Committee, I'm James D. Gormley, President of the General Aviation Manufacturers Association. Today, however, I appear before you to present the views of a coalition of National Aviation Associations. The broad based coalition which airs a deep concern for aviation. Several coalition members are with me this morning, and will be testifying independently before you with more specifics on the FAA budget.

My testimony, therefore, will just serve as an over view. Others, within the coalition, Mr. Chairman, have expressed a desire to submit written statements for the record, so I would just simply ask that the Committee be receptive to those when they are offered.

The coalition that we represent this morning include the Aerospace Industries Association, the Airline Pilots Association, the Airport Consultants Council, the Airport Operator's Council International, the National Air Traffic Control Association, the Air Transport Association of America, the American Association of Airport Executives, the Experimental Aircraft Association, the General Aviation Manufacturer's Association, Helicopter Association International, National Aeronautic Association, National Air Transportation Association, the National Association of State Aviation Officials, the National Business Aircraft Association, and the Regional Airline Association.

Their members and the employees of their members number in the millions. They cover the full aviation spectrum from inventors, engineers, repair station operators, flight schools, air traffic controllers, manufacturers, state aviation officials, general aviation, and airline pilots as well as local airport and airline executives.

They and the 450 million people who fly in the U.S. every year, pay the taxes levied for improving the airport and airway system and provide for our aviation infrastructure.

The National Aviation Association's coalition has been involved in several major activities. Earlier this year the coalition members testified before the Public Works Aviation Subcommittee on a full range of trust fund programs and before the Ways and Means Committee in opposition to the Administration's proposed increases in Federal Aviation taxes.

This afternoon we will testify before your colleagues in the Science, Space and Technology Committee in the Transportation and Aviation Material Subcommittee. We share with your subcommittee the deep concern for modernizing and expanding the capacity of the nation's air transportation system. We believe that the FAA's national air space systems plan and a fully funded airport improvement program are critical to achieving this goal.

Although some coalition members may differ on the timing priority, or the scale of specific FAA programs, these differences of opinion do not lessen our overall support for fully funding the NAS plan and the AIP. The need to modernize and expand the capacity of the air transportation system grows more acute every day.

Air traffic delays remain at unacceptably high levels, at many locations. Our air traffic control system has many short comings. Airport capacity of many areas does not meet today's needs, much less the needs of future air travellers.

The FAA has identified over $30 billion needed for AIP eligible airport improvements and expansion over the next five years. And the GAO recently concluded that a similar amount may be necessary to complete air traffic control modernization. In light of these pressing needs, we were pleased to see that the FAA's F&E budget request is 45 percent higher for fiscal '91 than had been appropriated in fiscal 1990. We believe that these increases and even more are fully warranted.

I would wholeheartedly support the levels of the F&E spending requested. We are disheartened with the levels requested for the airport improvement program. The FAA obligational authority for airport grants should be at least at the authorized level of $1.8 billion. We cannot understand why the administration would reduce this needed level by some $300 million.

The coalition applauds the increased R,E,&D spending levels requested. Particularly for projects supporting increased airport capacity, security and human factor. However, we have identified requirements in the $260 million range for each of the next four years.

Since 1982, several major NAS planned projects were not fully funded, thus deferring appropriations needed into the future. In 1990, for example, total NAS planned appropriations of $8.8 billion allayed the accumulative authorizations of $11.7 billion the difference being close to $2.9 billion. We are now at the point where these past deferrals have come due.

We must accommodate a bow wave for budget needs beginning in fiscal 1991, or face the likelihood of further delays. Although this current bow wave have been caused by F&E needs we are concerned that similar problems might occur with airport improvement funding if appropriations for AIP continue to fall below authorized levels.

The AIP requirements, if not met could delay important airport safety and capacity improvements. This situation was of concern to members of the authorizing committees in years past.

As you know, they included a penalty clause in legislation that was designed to protect the dedicated user fees, while stimulating timely expenditures for needed improvements. Through a combination of factors, appropriations have not always kept pace with Congressionally authorized spending levels.

You should know that the aviation user's community strongly supports retention of a penalty clause as a reaffirmation of the attempt of the Aviation Trust Fund.

The NAS plan, originally conceived in 1981, outlined the FAA's future F&E needs. Until 1986, the NAS plan contained only the original 1993 projects. Since then, it has been updated with other capital and transition needs.

Undoubtedly, the F&E requirements of the Air Traffic system will not stop when the original 93 projects are completed. The NAS plan, therefore, must be a revolving document that is updated as new technology and needs arise

In the past, this Subcommittee has been a strong proponent of Civil Aviation's use of selected military airfields. That support is even more crucial today. The fact is, that civil use of existing and former military bases offers immediate airport capacity gains in several metropolitan area.

However, unless the FAA is able to take a stronger role in securing joint use agreements, or in preserving for aviation use, those bases about to be closed, these opportunities will be lost.

We ask the Committee to direct the FAA to establish and fund an office of military facilities to assure adequate FAA coordination with the Department of Defense, the states and potential airport sponsors. Because of the shortfall in FAA's airport services staffing levels, the FAA has been unable to complete development of a national airport capital improvement program, an innovative truly national approach to the programing of AIP funds developed in coordination with state and local airport planners.

To focus the necessary resources on this effort which brings a host of the airport planning and funding it is vital that the FAA be given specific funding for at least two employee positions, dedicated solely to developing a national airport capital improvement program. Bring this concept to fruition would provide for the first time, a five year blueprint for those airport projects determined to be of federal, state, and regional significance.

We would also like to direct your attention to what we consider inadequate funding for the National Transportation Safety Board. The Board has received a net of only two additional positions in five years. An increase from 324 to 326 employees. While we are pleased that the Bush Administration had approved an increase of 22 positions, for fiscal 1991, the second largest in the Board's history. We note that the board had requested some 381 employees. In the light of the long period of only token increases, we think the Committee should give strong consideration to substantially increasing the board's FTE.

Moreover, we encourage you to address the other revenue needs the board requires for laboratory and investigative equipment to stay abreast of technological advancements found on new aircraft involved in major accidents. This concludes our overall statement, sir.

Mr. **Lehman**. What we would like to have is each of the others give us their statements in sequence and then we'll open the whole board to questions. Who do you want to recognize, and try to limit these statements to five minutes.

Mr. **Gormley**. All right, sir, may I suggest that we just follow the order that is listed on the schedule.

Mr. **Lehman**. As you wish.

Mr. **Gormley**. And that would be, Mr. Hoover.

TUESDAY, APRIL 24, 1990.

FAA—AIR TRANSPORT ASSOCIATION [ATA] OF AMERICA

WITNESS

WILLIAM HOOVER, EXECUTIVE VICE PRESIDENT, OPERATIONS AND SAFETY

Mr. **Hoover**. Thank you very much, Mr. Chairman, we appreciate this opportunity to present our views as indicated already, we request that our full statement be placed in the record and I will briefly summarize its salient points.

Each year we appear before you to provide our views on the FAA budget and suggest enhancements for programs included in that budget. This year we are appealing to this subcommittee to provide enough funds to allow FAA to expedite the necessary improvements to enroute and terminal air traffic control systems. The improvements are clearly necessary.

One only has to note that ATC delays were up 16 percent last year over 1988, even with reduced airline operations. And delays are up this year already by 14 percent over 1989. Without your assistance, these programs will only fall further behind and the entire nation will suffer for it.

As a means to accomplishing our goal, Mr. Chairman, ATA is recommending enhanced funding for all four major programs in FAA's budget. Briefly, we are recommending that the F&E program be funded at a level of $3 billion as opposed to the $2.5 billion request.

That AIP funding should be $1.8 billion, $300 million more than requested, that R&D be enhanced by $70 million to $260 million and that O&M be increased by $140 million to $4.2 billion. We have our justification for these enhancements in our full statement.

At this point, please let me outline some of the major points in our statement. In the F&E arena, we are recommending an addition one half billion in appropriation. Such additional funds will allow FAA to expedite many of the key automated—advanced automation system programs, while keeping more on track some of the interim support plan projects that will carry through until the advanced automation system is fully realized.

Further, we are recommending that FAA be allowed to immediately purchase six precision runway monitoring systems using the sole source method of procurement. If installed this year, these systems will greatly enhance capacity at those airports and on a time schedule nearly seven years shorter than FAA currently plans.

Much of the problem with the NAS Plan delays is the result in inadequate procurement system. Recent steps to remedy this situation by appointing an associate administrator, for procurement are steps in the right direction. We believe that there is more to be done. These procurement reforms are sorely needed to reduce delays and excessive costs in system acquisitions.

We would like to see more government involvement in the conversion of military bases to either joint use or total civilian use as those facilities schedule for closure and/or draw down of forces. We suggest at the very least more cooperation between Department of Transportation and Department of Defense should be established. It may be beneficial to establish a bipartisan joint effort between the Congress and the Administration to determine the best possible use for such facilities.

There are many improvements that can be made in the operations and maintenance programs as well. To achieve the desired levels of safety, capacity expansion, and ATC system modernization, there are a number of imperative needed changes.

For example, the additional of technically qualified staff, better training facilities and techniques, increased funding for travel and personnel transfers and a viable maintenance and logistics distribution system. Air traffic controller staffing levels next year should be increased to 17,900 and maintenance technical staffing levels to 9,739. Aviation safety and security inspectors and support positions should be increased by 564 in the same time frame.

If you approach procedure specialist positions, should be increased by 30 in fiscal year 1991 and in each of the next two fiscal years as well. And engineering and scientists specialist positions should be increased by 20 during fiscal year 1991 and again in the next two years.

We agree that a specific situation is getting worse. We are deeply concerned about the delay situation in the New York area. Delays have increased of the LaGuardia and JFK over 150 percent in the first four months of fiscal year 1990. We believe the FAA should focus special attention on the New York Tracon and the situation in LaGuardia, JFK, and Newark Towers. Funding should be provided that would allow FAA to improve the delay situation in the New York area.

We believe that enroute sector capacity constraint is the greatest cause of delays today. ATA recommends that this Subcommittee direct FAA in concert with system users to immediately begin a systematic and scientific assessment of enroute sector and terminal ATC capacity. This project should have the goal of increasing and improving enroute sector throughput by resectorization, reduction of conflict points, rethinking the preferred route programs, and elimination of static delay restrictions.

Before I close, I offer a few words on security. FAA last year identified thermal neutron analysis as the first technique that appear capable of detecting the type and quantity of explosives used in terrorist acts today. FAA then mandated that U.S. carriers employ this technology on all international checked baggage. While this is a commendable goal, we do not believe that TNA nor any other explosive detection technology is ready for widescale application. It is therefore, essential that FAA continue to accelerate it's research and develop efforts to make available to the airlines the best techniques and equipment capable of detecting explosives in commercial aviation environments. Mr. Chairman, that concludes my remarks.

Mr. LEHMAN. Thank you Mr. Hoover. Who is——

Mr. WOLF. Mr. Chairman.

Mr. LEHMAN. Mr. Wolf.

Mr. WOLF. Excuse me, could I ask a question, I'm going to have to leave.

Mr. LEHMAN. All right.

Mr. WOLF. If I may. You're statement that you just made on the TNA really kind of troubled me. It seems to me that we do have the information and I just wonder, don't we have an obligation if we know that this works, to put it in because your wife or your kids, or my wife or my kids or somebody else that we know and love dearly may be on an airplane, when that thing just goes. And, it's exploded and all those people are killed. If we know that this technology works and there's a dollar value on it than we have an obligation to put it in. Don't you also believe, and perhaps not, I tend to believe that there's an opportunity for the American carriers to be aggressive in this area, almost use it as a marketing tool.

I mean, I was at the airport the other day, back in February, the National Symphony came back from Moscow and they came back on a BOAC flight on a British Airways flight and other people on the flight came back on that flight and the purposely did not come back on an American carrier because they were afraid of being blown up.

And, it seems to me that the American carriers are doing a much better job of marketing their services that we should be in a leadership and the forefront of instituting doing this, and not, I guess you know where I stand on it, but just don't you think we really ought to be doing this.

Mr. HOOVER. Sir, we have been long proponents of developing and bringing onboard explosive detection technology.

Mr. WOLF. I know you have.

Mr. HOOVER. We want to.

Mr. WOLF. I know.

Mr. HOOVER. You've made a very important qualification that works. This equipment does not work in a practical sense of an airline operation at this time. We have strongly recommended that it be developed by putting it as a prototype in enough airports where we can learn how to use. There is not the physical space in the airports, there is not the understanding of what it's going to do to the passenger hassle factor, if you will. Which is driving our passengers to foreign carriers today. We wholeheartedly agree that if it worked, it should be put in.

Mr. WOLF. I disagree. I think what's driving the passenger to the foreign carriers and as I made the statement for the record, the other day, I fly American carrier, all the time, because I feel that as an American citizen, I have an obligation. Even when I'm on a private trip and paying for it myself, I have an obligation to fly an American carrier. It's jobs. PanAm, TWA, United, American, they do an outstanding job and I promote that for American jobs for American carriers. I think we should do more of that.

But on the other hand, the carriers have an obligation to do everything that they possibly can. And let me tell you, I would much rather have a delay of a half hour knowing that that bag had gone through that equipment, and now you don't have that. I flew back on PanAm, several days after flight 103, every time the airliner began to kind of shake, you began to wonder, was this what was going to happen. And, I think we know it and I don't want to get in an argument. I respect your group and all of you on the panel.

I just wonder how the people on the Commission and the people that are taking this attitude are going to feel if another airline goes down. And knowing that this equipment could have kept it from going down. Hopefully, we'll never have to face it, but if we do, and it just seems to me and this is my, thank the Chairman for allowing it, we have an obligation to move aggressively and put whatever technology that we an.

We are the number one travelling country in the world. We owe it to the public to show them that we are doing everything that we can, and lastly I think it's a plus for the American carriers to demonstrate and use it as a marketing tool to show that we are doing everything that we can. I respectfully disagree. Thank you Mr. Chairman.

Mr. LEHMAN. We're going to have to move a little faster.

Mr. WOLF. I yield on that. Thank you Mr. Chairman.

[The prepared statement of Mr. Hoover follows:]

Statement of William W. Hoover,
Executive Vice President, Operations and Safety,
Air Transport Association of America
Before the House Appropriations Committee
Subcommittee on Transportation
on the Federal Aviation Administration's
Fiscal Year 1991 Budget Request
April 24, 1990

My name is William Hoover. I am Executive Vice President, Operations and Safety for the Air Transport Association of America, which represents U.S. scheduled airlines. I appreciate this opportunity to discuss our views on the Federal Aviation Administration's (FAA) Fiscal Year 1991 budget request and to seek the Subcommittee's support for acceleration of the modernization and improvement of the national air transportation system.

Each year, we appear before you to provide our views on the FAA budget and recommend enhancements for programs included in that budget. We make these recommendations based on extensive study and discussions with FAA personnel and with our members, who benefit the most from a focused, comprehensively planned, and soundly funded Federal aviation program.

Last year we emphasized the need to make adjustments in the air traffic control modernization program and to increase efforts to quickly improve operations to and from the terminal hubs. These terminal facilities were to receive new ATC computers following the completion of the enroute facility computer modernization program. Delays in that program forced FAA into taking interim steps to improve the terminal facilities; ATA advocated and strongly supports these steps -- known as the Interim Support Plan. Last year, with your assistance for example, the pay demonstration program was allowed to continue, providing valuable assistance in hard-to-staff ATC facilities. Each year, this Subcommittee recognizes the most needed actions, and invariably ensures that those programs receive funding. We are confident that this year will be no different.

This year we are faced with further delays in the modernization of the enroute system, which will have a negative effect on FAA's ability to add computer enhancements to both the enroute and terminal air traffic control systems, and further delaying installation of the new advanced automation controller displays from 1994 to approximately 1996. The causes for this further delay are numerous: FAA management and contractor performance; federal procurement constraints; and a GAO recommendation to perform additional operational testing before delivering equipment to the field.

FAA must find a way to expedite the needed improvements to the enroute and terminal air traffic control systems; this is the ATA theme for this year -- we need your assistance in continuing airspace system improvements, and in accelerating those parts of the NAS Plan that have been burdened by delays. We appeal to this Subcommittee to sufficiently fund the FAA programs at levels commensurate with actual need.

The air transportation system in the United States last year served over 1.2 million domestic and international passengers each day (454 million in 1989). Despite a slight downturn in the rate of growth, the FAA planning offices are still predicting over 820 million passengers per year and a 30 percent increase in airline operations by the year 2000. We are still experiencing record growth in the small package and cargo industries. Now is the time to make a firm commitment to actions necessary to build the effective, cohesive national air transportation system that will be necessary to accommodate future air transportation demands. This transportation system currently contributes $254 billion to the United States GNP.

ATA 1991 PRIORITIES

Mr. Chairman, I would like to note at the outset that we believe that the modernization, expansion, and safe and efficient operation of the air traffic control system are among the most critical problems confronting us in the years ahead, and are the key to providing adequate aviation system capacity. These goals deserve the highest funding priority. If we solve these problems, then solutions to many of our other problems will fall into place. With that in mind, we have three priorities:

- Safety is always the highest priority, because that goal has resulted in the greatest air transportation system in the world and is the very foundation that builds confidence in our system.
- Secondly, it is imperative that we update and improve the capacity and efficiency of the system that is in place today. The current system last year handled 6.7 million flights and transported about 450 million passengers. Despite a slight reduction in the number of flights, delays increased 16 percent in 1989 over 1988 and there have been a number of significant system malfunctions. It has been estimated that inconvenience, lost productivity and other delay-related costs amount to more than $3 billion annually. The system does work and is safe. However, budgetary constraints do not permit spending for modernization in proportion to demand, resulting in system inefficiencies.
- Third, we must expand the entire system and manage long-standing problems, especially noise, if we are going to keep up with future demand. As I previously stated, more than 800 million passengers annually are forecast by the year 2000, nearly double today's level, which has in turn doubled since deregulation of the airline industry in 1978. The continuing imposition of noise regulations on the local level, each with its own characteristics and requirements, is creating a "patchwork quilt" that is making airline scheduling and operation more inefficient each year. The need for a national noise policy, including the requirement for stringent local airport zoning laws, has never been greater.

The Air Transport Association and its membership have developed two documents that will assist us and FAA in focussing on the full range of issues, in an attempt to bring many of these problems to resolution. The ATA Safety Agenda (ATTACHMENT A) focuses on operational, airworthiness, weather and crew performance issues, while the Capacity and Efficiency Agenda (ATTACHMENT B) is intended to serve as a priority work program to guide ATA and its member airlines efforts to secure needed system enhancements. It cuts across all major FAA program descriptions -- F&E, AIP, R,E&D, O&M -- to identify projects that will enhance capacity and improve efficiency of system operations. We believe these two documents serve a useful purpose: to focus attention on FAA programs currently warranting emphasis.

AIRLINE COMMITMENT

The air carriers are clearly committed to investing to meet the air transportation needs of the future. There are firm orders and options for more than 2,100 new, quieter, more efficient aircraft valued at over $100 billion dollars. Our foreign-flag counterparts are similarly committed, with over 1,100 aircraft on order. Airport construction projects are also going forward at a record pace. An average of over $5.5 billion is spent each year on airport capacity expansion and modernization, of which approximately 30 percent is funded through the Airport Improvement Program (AIP). Of the remaining 70 percent, the air carriers bear a majority of the costs in the form of bond guarantees and user fees and charges. Based on a recent ATA survey, in the time frame of August 1988 to August 1990 alone, nearly $11 billion in new, capacity expanding projects will have begun at 58 of the nation's busiest airports (ATTACHMENT C).

These 58 airports account for more than 80 percent of all enplanements, and this $11 billion investment represents an appropriate use of limited resources to maximize the return on current airport investment. More must be done -- but we have a good start. The fact is, we cannot expect many new airports in the years ahead. We are going to have to find innovative ways to utilize existing facilities.

At the same time the air carriers are updating their fleets to comply with ever-tightening noise restrictions, they are confronting government safety and security mandates estimated to cost $8-10 billion in the years ahead, and fuel cost increases that are adding more than a billion dollars a year to industry costs.

The airlines will spend many billions of dollars over the next ten years in preparation for the next century. We must have a commensurate national commitment to take action to carry this nation's aviation system into the 21st century. We have relied on the Aviation Trust Fund to provide both airway and airport capital improvements, including ATC modernization, and a portion of FAA operations. Yet, each year, because of budget deficit pressures, the FAA budget request is below Congressionally-approved levels. And, despite critical system needs, the FAA budget suffers additional cuts due to forced, across-the-board reductions.

The FAA's Fiscal Year 1991 capital program spending needs, in the opinion of the ATA, exceed the Administration request that is before you. As has historically happened, the Administration has chosen to understate the need in the name of deficit reduction -- despite the fact that the money being withheld is dedicated to the FAA programs. It is up to this Subcommittee to ensure the wise expenditure of those Trust Fund dollars. In the next few minutes, I will outline the ATA views on each major program, suggesting specific enhancements for those programs.

AVIATION SECURITY

I would like to first focus on another top priority: aviation security. The threat we face in aviation security today is far different from what it was when we first began screening passengers and carry-on baggage in the early seventies. Then, hijacking was the primary threat; now we face sabotage by international terrorists using commercial aviation to make their point against governments with whom they disagree.

Meeting this new and more dangerous threat both warrants and requires greater government involvement in airline security. Government must go beyond its traditional regulatory role and become an active partner of the airlines in security. ATA has advanced four specific proposals for increased government participation and assistance in improving airline security.

First, it is essential that FAA continue to accelerate its research and development efforts to make available to the airlines the best techniques and equipment capable of detecting explosives in the commercial aviation environment. FAA last year identified Thermal Neutron Analysis (TNA) as the first technique that appears capable of detecting the explosives of concern in the quantities of concern to commercial aviation.

The airlines have been staunch and long-standing supporters of this FAA R,E&D program. The development of TNA is a major accomplishment that should be vigorously pursued. However, the airlines strongly oppose FAA regulatory action to require widespread deployment of TNA for inspection of all international checked baggage.

Last year, FAA promulgated a final rule which became effective October 5, 1989 that is intended initially to require deployment of about 150 explosives detection systems (EDS) by the end of 1991 for the screening of all international checked baggage at 15 U.S. and 25 foreign airports served by U.S. airlines. Thereafter, the rule would be extended for 100 percent EDS inspection of checked baggage for all checked bags on all U.S. carrier international flights, requiring 860 systems by 1999. At this time, TNA is the only technology approved by FAA for this purpose, and the only one likely to gain FAA approval in the near term.

The airlines have repeatedly urged that the FAA reconsider its plans for implementation of the new explosives detection systems in order to take full advantage of the operational experience to be gained through the installation and use of the six TNA units FAA has on order from the now sole source of the equipment, Science Applications International Corporation. These six units were originally planned for operational test and evaluation purposes, and the airlines believe that this critical step must first be completed and the results thoroughly evaluated before any decisions are made for widespread deployment of TNA equipment.

It is important to recognize also that all experts appear to be in complete agreement that TNA does not present a full or final answer to the problem of explosives detection. Accordingly, it is essential that FAA continue to accelerate R,E&D efforts to develop and make available the most effective and efficient techniques and equipment that can be used by the airlines to meet their security requirements.

It is appropriate also that the government nurture these techniques to maturity by funding initial industry purchases of state-of-the-art equipment. Such government funding has clear precedent. FAA provided funds to the airlines in the early Seventies to speed the deployment of improved metal detectors at U.S. airports. Federal financial assistance now is even more appropriate and more urgently needed to meet today's far more dangerous threat of international terrorism.

Second, to help ensure that all American travellers receive the protection they deserve, we recommended that foreign carriers serving the U.S. from the same high-threat airports be subjected to the same security requirements that the U.S. carriers must meet. The fact that foreign carriers do not operate under the same security rules is, we think, an obvious gap in FAA's security program, especially when it is recognized that some 50 percent of U.S. citizens who travel abroad use foreign airlines. Not only does the FAA's failure to require foreign carriers to perform the same security measures create a security gap; it also creates competitive distortions between U.S. and foreign carriers when the security measures require additional time at check-in and boarding, and the extra precautions must be performed at airline expense.

DOT conducted a study on whether there has been a drop in U.S. carriers' market share of international passenger travel because of these competitive distortions. They have just completed that study which neither proves nor disproves the fact that U.S. carriers have lost ground to foreign carriers. However, we think it is essential that DOT be directed by this Subcommittee to undertake a more in-depth and conclusive study as soon as possible.

DOT examined only total numbers of passengers travelling in

U.S. versus foreign carriers. However, we maintain that they need to look at the fare class of those passengers. The study must examine the statistics on whether the U.S. carriers are still attracting the same numbers of first class and business class travellers as they did before the new security regulations went into effect. Only DOT can gather these statistics from the foreign and U.S. carriers.

We believe the results will clearly show that the U.S. carriers have indeed lost ground to the foreign carriers because of the additional security measures that only U.S. carriers are required to perform.

Third, we suggest that FAA should deploy more of its ow resources, in the form of security inspectors and federal ai marshals, in areas where the threat is greatest. After the 1985 TWA hijacking, Congress approved more spending for security; FAA subsequently hired more marshals and inspectors, doubling the size of its security forces. The additional work force is welcomed, but FAA must assign more of its security experts to ground duties in support of airline security activities at high risk locations overseas -- specifically at the high-threat airports in Europe, the Middle East and the Far East where FAA has imposed extraordinary security measures for U.S. airlines. Although the severe threat has been and remains at those locations, we estimate that less than 10 percent of FAA's security professionals are assigned to those airports, and none have been assigned to ground duties in support of airline security programs. FAA is making some progress in this regard, however, with approximately 10 FAA security liaison officers being assigned to those locations. This is a step in the right direction. Many additional security liaison officers are needed at the 47 high-threat foreign airports involved to assist U.S. airlines, coordinate security requirements and activities, and to maintain continuing assessments of the adequacy of the total security environment at those locations.

Fourth, we recommended that the United States accelerate efforts to strengthen, through ICAO, agreements on airport and airline security. While ICAO has made considerable progress toward that end in recent years, more needs to be done. ICAO should lay out tougher security standards for all nations and should be given the added authority needed to evaluate security programs around the world and to impose sanctions against nations that fail to live up to established standards.

These recommendations have a common thread: they recognize that acts of international terrorism are intended to influence the policies and behavior of governments -- with commercial aviation being an attractive and vulnerable surrogate target -- and they call on the Federal government to take a greater role in airline security. We support these steps as minimum requirements for FAA aid in protecting air travellers against the scourge of terrorism in the immediate years ahead.

FACILITIES AND EQUIPMENT NEEDS

The Administration has requested $2.5 billion in appropriations for the F&E account for Fiscal Year 1991. ATA believes that this request is $500 million short; we support a $3.0 billion appropriation. The NAS Plan has been the centerpiece of FAA's program to modernize the air traffic control system, to increase the safety of ATC services offered to airspace users, and to increase the capacity of the ATC system. ATA member carriers have enthusiastically supported the NAS Plan since its inception, and this support remains undiminished. This program is fundamental to the continued safe and efficient operation of the nation's ATC system. Every air carrier, most cargo and package shippers and business aviation operators are dependent upon the Instrument Flight Rules (IFR) services provided by ATC. ATA member carriers cannot fly - or even taxi - without an ATC clearance. Similarly, every airline passenger is dependent upon the quality of ATC service provided by FAA for their safety and for efficiency of airline service. It is in this context, Mr. Chairman, that you and your colleagues on this Subcommittee must consider the program funding needs of the F&E account.

As you know, the NAS Plan was first published in December, 1981. It comprises a specific group of modernization projects which are, as we noted, fundamental to the continued safe and efficient operation of the ATC system. But it does not include all of FAA's F&E needs. I will return to that point later. The NAS Plan has, of necessity, evolved over the years. New programs have been added, some completed, and others modified. As FAA has stated, the Plan has become a "living document". Administrator Busey has stated that he intends to reorient the document so that it comprehensively describes the FAA's ATC system capital investment needs. We applaud such a development because it will improve understanding of the true scope and magnitude of FAA's need for capital investment in the system, both to satisfy current demands and to cope with forecast growth.

Forecast completion costs for all NAS Plan projects have grown dramatically since the Plan was first published -- from $11.0 billion in 1982 -- to FAA's current estimate of $16.0 billion -- to $25.0 billion according to a recent GAO study[1]. Some of this cost escalation is due to the inclusion of new projects in the Plan, some of the increase is due to delays in completion of programs. As programs are delayed, costs inevitably rise. The question is: What can be done to reduce the delays that produce this cost escalation? We believe there are opportunities to introduce reforms that will reduce major systems acquisition delays.

The reasons for delay in NAS Plan acquisition and implementation are numerous: programs were launched without adequate specification of the operational requirements; FAA, partly because of insufficient numbers of experienced program managers, has been unable to provide sufficient oversight of certain contractors; technical specifications for some projects were amended after contractor design was partially completed; some contractors have failed to perform adequately and FAA has been slow to terminate their contracts; some projects have proven technically more complex than originally foreseen, making integration of these complex projects more difficult and time consuming than anticipated; and finally, the entire NAS Plan has suffered from Federal budget constraints. Long-term projects are most efficiently executed when underpinned by long-range funding commitments. Annual adjustments have been made in NAS Plan projects, reflecting changing budget priorities and constraints, where this Subcommittee must make difficult choices between competing programs.

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[1] General Accounting Office, "Air Traffic Control, Continued Improvements Needed in FAA's Management of the NAS Plan," Nov., 1988

Cost escalation in the NAS Plan, and related F&E programs, has been a source of great concern to all of us. But this cost growth is a development that must be factored into our planning for the future. We must complete the NAS Plan and modernize the system or face the consequences: gradual erosion in IFR system capability due to increasing numbers of system failures and outages, decreased safety due to loss of hardware or software capability at a critical moment, lost opportunity to reduce risk due to severe weather, lost opportunity to increase safety, in the air or on the ground, and the inevitable escalation in delays and inconvenience as ATC system capability falls behind growth in demand for services. Symptomatic of the problem is the 16 percent increase in FAA-reported delays during 1989 compared to 1988, despite a reduction in the number of flights handled.

Key NAS Plan projects need to be accelerated. We have included a list of F&E projects deserving higher funding levels this year. (ATTACHMENT D) This compilation of safety and capacity projects was developed based upon an examination of the Fiscal Year 1991 Administration budget request for FAA F&E programs. The list, which totals $530 million, includes our estimates of funding increases that are needed in major NAS Plan programs, as well as more mundane "brick and mortar" and other support projects.

We have also attached a listing of ATA airline priorities for F&E capacity-enhancing projects not yet funded by FAA. (ATTACHMENT

E). Many of these projects could be completed this year, thereby enhancing capacity at those airports and thus reducing delays.

Precision Runway Monitoring Systems

FAA is planning procurement of precision runway monitors, which it is expected will make possible safe reductions on the required spacing for independent IFR parallel runway operations and will have a major beneficial effect for independent converging IFR operations as well. FAA needs the assistance of this Subcommittee to do this. This tool has the potential for providing significant airport capacity relief in the short term, but the procurement process FAA is apparently obligated to use may delay the use of these systems until past 1996 or 1997.

We believe, as does the Administrator's Aviation System Capacity Task Force, that these sensor systems are valuable, and that their benefit is sufficiently clear that F&E procurement of at least six additional sensors (to complement the two already in place at Raleigh-Durham and Memphis) should proceed now, with minimum delay, and using an expedited procurement process.

The Aviation System Capacity Task Force has offered several recommendations to help expedite the implementation of this tool. Among the recommendations are:

- That FAA be permitted to procure at least three additional Quick-Scan systems and at least three back-to-back systems **sole source** and that $20 million of Fiscal Year 1991 funds be allocated accordingly;

- That FAA should proceed immediately to complete production specifications for both types of sensors, by July 1990;

- That the production specifications for the sensors should call for realistic reliability/integrity standards, commensurate with the status of the sensors as systems intended for special procedures and not primary navigation of surveillance systems;

- That FAA should begin work on the development of operating criteria and minima for use of the new sensors such that they are available for use by September 1990; and

- That the new sensors, in addition to procurement under the FAA F&E program, be made eligible for AIP funding, and private purchase where appropriate, but with arrangements to have such sensors taken over by FAA for ownership, operation and maintenance.

We urge this Subcommittee to help FAA to move quickly to bring these valuable tools to beneficial use.

RESEARCH, ENGINEERING AND DEVELOPMENT

The Administration has requested $190 million for R,E&D in Fiscal Year 1991; we believe the R,E&D program should be funded at a much higher level, specifically, $260 million.

Historically, FAA has used approximately 90% of its R,E&D budget to support NAS Plan projects. Many of those projects have now been transferred to the F&E account. This provides greater opportunity to pursue other safety, security and capacity enhancing programs, as well as reorienting the program towards long-range needs and opportunities. In the safety area, more resources need to be devoted to human factors programs intended to reduce opportunity for error by pilots, controllers and persons engaged in the maintenance of aircraft. Further enhancements in our ability to detect explosive substances are required to buttress security at airports. Additional effort is needed in aircraft safety technology programs, including those related to aging aircraft.

Numerous programs compete for R,E&D funding as potential capacity enhancing measures. Prominent among these are airport capacity improvement projects such as the precision approach monitor and application of space-based communications, navigation and surveillance techniques to improve the efficiency of ATC services, particularly in remote areas and over the oceans.

FAA R,E&D programs have traditionally suffered because of other funding priorities. We urge this Subcommittee to appropriate $260 million for Fiscal Year 1991. We have included a listing (ATTACHMENT F) that includes the programs where additional funding needs are greatest.

AIRPORT IMPROVEMENT PROGRAM

The Administration's Fiscal Year 1991 proposal sets a $1.5 billion spending limit on airport improvements, despite the current authorization of $1.8 billion. There is a demand for AIP funds that exceeds the $1.8 billion authorized level, as evidenced by the $7 billion-plus backlog in requests and FAA estimates of about $6.3 billion in identified AIP-eligible projects -- just for Fiscal Year 1991. Based on past experience approximately 30 percent of the total airport development in a given year is funded by AIP, assuming the figure of $6.3 billion is accurate then an obligational limitation of $1.8 billion would be consistent with historical Federal commitment for funding airport capital projects. ATA recommends AIP funding of $1.8 billion for Fiscal Year 1991.

Civilian Use of Military Bases

Much has been said over the past several years about the need for increased airport capacity, and the need for greater funding to create new airports. ATA believes that there is a way to accommodate growth in the number of civilian airport facilities without investing great amounts of time, energy and money into completely new facilities: by taking greater advantage of joint-use opportunities, and by converting decommissioned military facilities into civilian airports. There has been a great deal of talk about such activities, yet little has been done -- largely because of a lack of cooperation between the Departments of Defense and Transportation. ATA recommends that this Subcommittee mandate the establishment of a permanent, dedicated high-level position within the FAA to act as a liaison with the DOD, to place emphasis on creating and maintaining joint-use opportunities, and to investigate the full potential of military bases slated for closure.

There may be another function that such an individual could fulfill: to investigate whether or not a base slated for closure, but not necessarily advantageous for civilian use, could be "swapped" for another, better located, military base that offers greater potential for civil use. We believe such actions could create great gains in the capacity of the national air transportation system at little cost to the taxpayers.

OPERATIONS AND MAINTENANCE

The FAA's Operations and Maintenance budget request totals about $4 billion; ATA believes that the proper funding level for the Fiscal Year 1991 O&M account should be in the range of $4.24 billion. We have attached a chart (ATTACHMENT G) showing how we recommend spending the extra $140 million. But just as we have suggested many improvements in the other FAA programs, there are many improvements that can be made in the Operations and Maintenance programs. To achieve the levels of safety, capacity expansion, and ATC system modernization desired, more people, properly trained and with appropriate technical skills are needed; the more experienced and fully-qualified people need to be assigned to critical spots. Travel and permanent change of station funding is also required to support those needs; the maintenance and logistic distribution system that is so important to the nation's ATC system needs to be rebuilt.

The scope of the agency's O&M programs is substantial: they account for about 51,800 personnel and $4.1 billion in the Fiscal Year 1991 budget request alone. I will not attempt to review in detail the justification for all of these diverse programs; indeed, it would be impossible for me to do so. Rather, I will focus on program elements warranting enhancement.

Staffing Levels and Personnel Administration Issues

FAA, like all Federal agencies, must comply with manpower ceilings established during the budget preparation and appropriation processes, as well as a comprehensive body of personnel recruitment and administrative regulations promulgated by the Office of Personnel Management (OPM). The agency has limited flexibility in making short-term adjustments to changing demand for services, especially air traffic control, and in satisfying personnel needs in certain high cost-of-living locations.

Congress took steps last year enabling FAA to undertake a pay demonstration program for air traffic controllers and maintenance technicians at key locations. The objective was to provide an incentive for key personnel to transfer to high-activity facilities. ATA supported the program last year, and continues to support it as a step in the right direction. But it is just a first step. Having said that, the pay demonstration program was compromised by not having sufficient change of station funds to affect the transfers of those who opted to move to the hard-to-staff facilities. Every year, it seems, we hear FAA has sufficient funding, and every year, they end up being constrained in hiring, training or travel.

The agency needs a more comprehensive and rational program for hard-to-staff facilities. The scope of the present program needs to be expanded, and other steps need to be taken, to ensure that FAA has adequate numbers of fully qualified personnel to man ATC facilities and perform other safety services. The agency needs to:

- Establish a pay incentive program to permanently replace the current pay demonstration program to provide geographic flexibility and include other safety and service-critical skills. This program should not be allowed to proliferate beyond those facilities that are hard-to-staff;
- Recruit locally for hard-to-staff facilities;
- Adopt a mandatory transfer policy as a condition of employment so that the agency is able to transfer personnel with appropriate skills when needs dictate;
- Establish controls to limit the ability of personnel with much-needed skills to transfer out of a hard-to-staff facility unless there is a bona-fide hardship need to transfer;
- Reinstitute authority to use rehired annuitants, as has been permitted in recent years to augment training and other support functions where the supply of qualified full time employees is inadequate;
- Secure authority to hire at entry-level directly from accredited education institutions having aeronautical

programs without need for students having to satisfy OPM civil service register requirements.

In addition to the above measures, intended to assure more flexibility for FAA to recruit personnel and assign them to locations where essential skills are most needed, we believe FAA needs to exert significant additional effort and commit additional resources to the techniques used to train technical personnel. Greater use needs to be made of computer-based instruction (CBI) techniques and of simulation. Both techniques are widely used in the airline industry with great success, and we believe the FAA could benefit from broader application of these techniques for air traffic controllers. The agency is using these techniques on a limited basis, and we applaud their initiative. However, FAA needs to make a greater investment in new technology training applications to reduce the wash-out rate and to reduce the length of time required to complete training cycles.

The wash-out rate for ATC trainees has been a matter of continuing concern, both at the FAA Academy and at local facilities where trainees are brought up to full-performance-level (FPL) status. We understand the failure rate for ATC trainees at the Academy has increased over the past year. This is particularly troublesome because progress has been slow in building up the number of FPLs in the controller work force at critical locations. The FPL attrition rate is uncomfortably close to the qualification rate for new FPLs.

FAA needs to find means to reduce the training failure rate and shorten the training cycle time. We believe the agency's "Flight Plan for Training" program should help achieve these objectives. We support investment in additional CBI and simulation facilities to accomplish the training objectives which are fundamental to a competent work force. Investment in more modern training capabilities will benefit FAA's maintenance technician, safety inspector and pilot work forces in addition to the air traffic controller work force.

Closely related to success of the FAA's personnel recruitment, assignment and training programs is availability of adequate resources for travel and permanent change of station (PCS). FAA requests for such funds are regularly reduced as an inevitable part of the absorption process which requires the agency to fund annual pay raises, increased health benefits, and new hires with existing resources. The agency cannot continue to absorb cuts in travel and PCS funds without compromising their ability to recruit, train, and transfer personnel. Further, travel funds are particularly important to support the coordination of a "national" air traffic control system which requires face-to-face contact among the many FAA regions, facilities, and users to continuously fine-tune a highly complex and dynamic airspace environment. We hope this Subcommittee will join with us in seeking necessary additional resources in conjunction with the budget process.

Adequate FAA staffing levels are essential to safe and efficient operation within the National Airspace System (NAS). We are greatly concerned about the adequacy of FAA staffing levels for controllers, maintenance technicians, pilots, engineers, instrument approach procedures specialists, and security and safety inspectors.

For some important skills, FAA has underestimated growth in demand for services -- driven by an increased demand for air travel. Further, the training cycle from new hire to fully productive employee is so lengthy that FAA has been unable to react quickly to changing circumstances. The result is understaffing at some locations.

The common thread for all the critical skills mentioned is that FAA needs to be given more flexibility and additional funds to fill the training pipeline and to keep it filled for enough years to be certain of a steady flow of skilled, fully-qualified technical personnel. Another solution is to develop and apply more modern training methods to reduce the length of the training cycle and improve the quality of training.

We believe, based on our review of the FAA budget submission, that increases in Fiscal Year 1991 personnel levels to accomplish these objectives are necessary. Where noted, these proposals are for levels above the Administration's Fiscal Year 1991 budget request.

- **Air Traffic Controllers** -- increase to 17,900, 405 more than the staffing level of 17,495 approved for Fiscal Year 1990. As you already know, FAA actually reduced their staffing goal for Fiscal Year 1990 to 17,000. FAA also needs to reexamine the distribution of developmental controllers (trainees) between centers and terminal facilities, ensure that each facility has an adequate developmental pipeline and concentrate on the quality of the training cycle.

- **Maintenance Technicians** -- add 200 more technicians, in addition to the 260 new positions requested, to bring the work force to 9739 by the end of 1991. This will require an additional $30 million in appropriations. Delays in the introduction into service of NAS Plan equipment have resulted in the need to maintain the existing equipment for longer periods of time. Maintenance technician staffing shortages have been identified as a problem during FAA System Safety and Efficiency Reviews. In addition, by 1995 more than 50 percent of the work force will be eligible to retire. The training and personnel replacement rate must be accelerated to insure continued safety and reliability of the ATC system.

- **Aviation Safety and Security Inspectors** -- We support the FAA request for 300 additional safety inspectors, 100 support personnel, and 164 additional security agents and support personnel to enhance civil aviation security. Moreover, there is a critical need for the assignment of FAA security liaison officers at high-threat foreign airports to assist U.S. airlines in carrying out the extraordinary security measures required at those locations. Also, there may be a need for additional FAA inspectors to insure more rigorous enforcement of DOT hazardous materials regulations. Added positions may be necessary to meet these responsibilities unless FAA can assure they will be adequately carried out with the 164 additional security personnel requested in the Fiscal Year 1991 budget submission.

- **Instrument Approach Procedures Specialists** -- we recommend that FAA add 30 new personnel per year for at least the next 3 years, distributed among the Regions, the Aeronautical Center and Headquarters, to augment FAA's capability to develop new instrument approach criteria and to apply the criteria to a steadily increasing number of instrument procedures. The FAA Regional Offices are suffering from inadequate numbers of personnel with the requisite qualifications to cope with growing workloads. This is reflected in increased delays in instrument procedures approvals with resultant operational inefficiencies for the users. In addition, FAA is faced with demands for development of new criteria for complex instrument approach, missed approach and departure criteria for area navigation applications, MLS, Loran C, and new systems such as GPS. Additional annual appropriations of $5 million are required to support each increment of 30 additional specialists and 5 support personnel.

- **Engineering Specialists** -- We recommend FAA add 20 engineering /computer science specialists per year for at least the next three years to augment agency capabilities in four important areas: 1) maintenance and certification issues arising in connection with the existing airline fleet and new aircraft models under development; 2) program management for major elements of FAA's Facilities and Equipment programs; 3) oversight of significant Research, Engineering and Development programs; and 4) experts in computer modeling and simulation techniques to develop decision-making assistance tools for air traffic controllers and flow management personnel. FAA's level of technical excellence in these important areas needs augmentation to address ever more complex issues related to safety and increased system capacity. Special pay rates may be needed to attract the level of professional qualification and expertise needed. We recommend an added annual appropriation of $5 million for each increment of 20 professional engineering specialists and 10 support personnel.

OTHER PROGRAM SUPPORT

As I stated earlier, we believe the newly established "Flight Plan for Training" initiative undertaken by FAA will address the important need for improved training. This program, according to our best information, will cost $400 million over the next five years. Fully two-thirds of these requirements fall into the O&M account; the rest is F&E money. Until this program is completely established, FAA will need to continue the use of site-specific radar training and the use of outside training contractors estimated at $23-$25 million annually.

The current maintenance technician staffing problem will not be completely addressed by adding staff. The use of limited outside contractor support is needed to assure that FAA is able to keep the National Airspace System operating safely and efficiently as seasoned maintenance technicians retire and new equipment installations add to the workload.

FAA wants to hire a system support contractor to augment the maintenance technician work force in Fiscal Year 1992. We understand they will need about $4.5 million to award such a contract. We believe FAA should be permitted to award the contract in Fiscal Year 1991, since the maintenance staffing problem is so critical in nature.

Once again, I must emphasize the importance of reinstituting the reemployed annuitant program, and the desirability of including maintenance technicians, on a temporary basis under the same program provided in recent years for air traffic controllers. This short-term action will help FAA achieve the goal of providing maintenance staff as well as fully qualified controllers as quickly as possible.

New York TRACON Concerns

ATA and its member airlines are very concerned about the delay situation in the New York area. Delays have increased at LaGuardia and JFK over 150 percent in the first four months of Fiscal Year 1990. We believe that the FAA should focus special attention on the New York TRACON, and the situation in the LaGuardia, JFK and Newark towers should also be addressed.

ATA requests that this Subcommittee direct FAA to do the following:

- Establish a contract training program for the New York TRACON, as was done at Chicago O'Hare, as soon as possible;
- Increase the number of academy graduates assigned to the New York TRACON to augment those full performance level controllers who will transfer to New York;

- Provide PCS funds for pay demo transfers;
- Provide sufficient overtime funds to cope with traffic levels and to provide training;
- Scrutinize all releases from the controller work force at the TRACON and the LaGuardia, JFK and Newark towers to insure that capacity in New York is not impacted. A moratorium on releases until 70 percent FPL is achieved at the TRACON might be considered;
- Establish a plan with milestones to accomplish the recommendations of the Northeast Corridor System Safety and Efficiency Review (SSER), particularly those dealing with the New York area;
- Establish a focal point in FAA Headquarters, as was done early in the Chicago SSER, to expedite and oversee the New York staffing and SSER process in New York.

The FAA in New York has met with ATA and its members to discuss the delay problem. We are planning to continue these meetings until an action plan to reduce delays is developed, but we believe FAA urgently needs the help of this Subcommittee to assure adequate funding to improve the New York delay situation. FAA may need to reprogram funds to address their needs and will need your support to assure the improvements are implemented as swiftly as possible.

Enroute Sector Capacity Constraint

We believe that enroute sector capacity constraint is the greatest cause of delays today. ATA recommends that this Subcommittee direct FAA, in conjunction with system users, to immediately begin a systematic and scientific assessment of enroute sector and terminal ATC capacity. This project should have the goal of increasing and improving enroute sector through-put by resectorization, reduction of conflict points, rethinking the preferred route program, and elimination of static daily restrictions.

NATIONAL TRANSPORTATION SAFETY BOARD REQUIREMENTS

The National Transportation Safety Board (NTSB) fulfills a mission closely related to the function of the FAA. The NTSB plays a vital role in protecting the integrity and safety of the national air transportation system. In its role as the watchdog of system safety, the NTSB should have at its disposal the latest technologies for investigating accidents, testing samples, and producing reports. The NTSB budget request for Fiscal Year 1991 is $30.94 million. ATA believes that this may not be sufficient. The Board has operated for several years with outdated equipment and insufficient training; we recommend an additional $2 million to provide additional staff training and new computer equipment and capabilities.

CONCLUSION

As I close, please allow me to summarize the views of the Air Transport Association with respect to the FAA's Fiscal Year 1991 Budget Request:

- Safety, ATC system modernization and airport/airspace capacity expansion are the airline industry's three most important priorities.

- The most critical current problems are related to operational inefficiencies in the ATC system; these problems should be accorded the highest funding priority.

- FAA's plan to modernize the ATC system - the NAS Plan - is essential and should be completed as rapidly as possible. Other F&E programs essential to safe and efficient system operation, but not included in the NAS Plan, must be taken into account in planning for future needs.

- FAA procurement reforms are sorely needed to reduce delays and excessive costs in systems acquisition.

- Airlines are fully committed to making investments in the system and are willing to cooperate with the federal government and airport operators to ensure that solutions are found.

- FAA should continue to conduct R,E&D on explosives detection techniques, and should strive to perfect those techniques in operational tests prior to mandating wide-scale implementation of such technologies.

- FAA and DOT should mandate similar security requirements on foreign-flag carriers operating to and from the U.S. as are applied to U.S. carriers. Over 50 percent of the U.S. citizens travelling abroad travel on foreign carriers; those passengers are not afforded the same level of security as those travelling on U.S. carriers. DOT should be directed to undertake a conclusive study assessing the loss of U.S. market share versus foreign carriers due to competitive disadvantages resulting from differing security requirements.

- There are many improvements that need to be made in the FAA Operations and Maintenance programs, including the addition of technically qualified staff; better training facilities and techniques; increased funding for travel and personnel transfers; and a viable maintenance and logistic distribution system.

- Air Traffic Controller staffing levels next year should be increased to 17,900 and Maintenance Technician staffing levels to 9739; Aviation Safety and Security Inspectors and support positions should be increased by 564 in the same time frame; Instrument Approach Procedures Specialists positions should be increased by 30 in Fiscal Year 1991 (and in each of the next two years as well); and Engineering and Scientist Specialist positions should be increased by 20 during Fiscal Year 1991 (again, also in the next two years).

- The FAA should focus special attention on the New York TRACON, the situation in the three New York area control towers should also be addressed. Funding should be provided that will allow FAA to reduce delays in the New York area.

- FAA should be directed to immediately begin a systematic and scientific assessment of enroute and terminal ATC capacity to increase and improve sector throughput.

This concludes my presentation. I will be glad to answer any questions you might have. Thank you.

ATTACHMENT A

ATA SAFETY AGENDA FOR 1990

I. Safety of Flight Operations

A. Reduce risk of mid-air or ground collision

1. Conduct an operational validation of TCAS II and perform an analysis utilizing a significant fleet sample. Seek prompt resolution of certification and implementation schedule issues. Work cooperatively with FAA and other industry bodies to complete development of TCAS III specifications.

2. Undertake action to ensure that air carrier aircraft arriving and departing airports with ARSAs will be operating in airspace requiring automatic altitude reporting equipment for all aircraft.

3. Seek ATC system enhancements that will provide VFR Mode C intruder conflict alert service and conflict resolution advisories for terminal and enroute controllers prior to implementation of the Advanced Automation System.

4. Participate with FAA in assessment of key terminal areas to identify equipment and personnel requirements as well as airspace modifications and operator and air traffic procedural changes to reduce operational errors.

5. Seek government/industry solutions to reduce incidence of runway incursions that might cause collisions on the ground, including airport surface detection equipment and expert systems techniques where appropriate.

6. Identify and pursue an action plan to improve pilot/controller communications discipline with specific near term emphasis on readback errors. Pursue expanded use of data link.

7. Seek full capability precision approach systems for new and existing runways so as to provide the highest level of safety.

I. Safety of Flight Operations (cont)

8. Encourage development of enhanced ground proximity warning systems.

9. Seek techniques, technologies and procedures which will provide aircraft separation for oceanic areas utilizing automatic dependent surveillance and closer spacing for precision approaches.

B. Continued Airworthiness of Aircraft

1. Implement a schedule of maintenance, repair and modifications of aging aircraft that will ensure continued airworthiness throughout the operational life of those aircraft.

2. Aggressively pursue enhanced corrosion control, non-destructive inspection, advanced indicating and monitoring systems, maintenance/inspection human factors, and data interchange techniques and technologies. Facilitate industry efforts to assure an adequate future workforce.

3. Develop systems survivability design recommendations to ensure preservation of redundant safety of flight critical functions.

4. Develop improved engine containment design concepts.

5. Initiate a three year program to develop an industry data base to anticipate and support the airworthiness requirements of the air transport fleet.

C. Reduce severe weather risks

1. Work actively to achieve additional projected deployment of improved and expanded windshear ground sensing capability (LLWAS and Terminal Doppler) and development and implementation of better means of communicating windshear and other severe weather warning messages to pilots.

2. Stimulate the development of airborne windshear, wake vortex, and clear air turbulence detection equipment which provides pre-entry warning information to the cockpit.

3. Introduce new aircraft ground de/anti-icing fluids, equipment and procedures and develop icing forecasts to extend aircraft protection during winter operations. Ensure compatibility

I. Safety of Flight Operations (cont)

with aircraft structure and operational procedures. Continue support of R & D to develop validated hold-over times for representative atmospheric conditions.

D. Flight Crew Performance

1. Ensure implementation of Joint Task Force Flight Crew Performance recommendations for pilot training and checking. This should include the development of guidance material and rulemaking for the Advanced Qualification Program, LOFT, and CRM, and to permit the application of modern technological advances in computer based instruction and training devices.

2. Seek methods to assure safety and reliability in decision making related to rejected take-offs.

3. Encourage the implementation of Digital Flight Data Recorder Monitoring Programs to identify and correct deficiencies in pilot training programs, ATC procedures, or other operational issues and at the same time provide appropriate crew identification and enforcement safeguards..

4. Implement the program elements and seek continued federal funding to support the National Plan to Enhance Aviation Safety Through Human Factors Improvements focusing on needs identified therein. Foster cooperation between FAA and other organizations to achieve the objectives of the National Plan.

5. Ensure that design decisions with regard to cockpit technology are compatible with and will augment the capabilities of the flight crews.

6. Encourage efforts to enhance the quality, experience and quantity of future air carrier pilot candidates.

E. Reduce Hazards to Flight

1. Continue domestic customer and industry awareness programs to improve U.S. air safety by promoting shipper's and passenger's compliance with dangerous goods requirements.

I. Safety of Flight Operations (cont)

2. Encourage FAA enforcement of regulations regarding undeclared and unidentified hazardous materials shipments.

3. Oppose construction of tall structures in approach/departure areas and the imposition of local airport noise restrictions which require significant close-in maneuvering or power changes.

II. Safety in the Cabin

A. Encourage the required research to determine the standards for safer crewmember seats and infant/child safety restraints.

B. Ensure DOT rules regarding carriage of the handicapped satisfy legitimate needs of handicapped passengers without degrading the level of safety afforded all passengers.

C. Reduce the danger potential of fires.

1. Investigate possible causes of fire penetration of cabin interiors to determine effective design changes to minimize that fire hazard.

2. Evaluate FAA/CAA Industry cabin water spray equipment designed to reduce the threat of fuel-fed fires into the aircraft cabin.

3. Initiate FAA/Industry full-scale evaluation of passenger smoke hoods to determine their effectiveness.

4. Evaluate FAA/Industry R & D test results of self-sealing breakaway fittings for fuselage fuel systems.

5. Evaluate FAA/Industry R & D conducted to determine methodology to locate hidden fires.

III. Strengthening FAA/Industry Security and Anti-Terrorism Measures

A. Seek effective and operationally viable explosives detection equipment.

B. Guide the introduction of the initial FAA-approved explosive detection systems for airline operational use.

III. Strengthening FAA/Industry Security and Anti-Terrorism Measures (Cont't)

C. Implement enhanced airline passenger screening training and a screener selection program.

D. Promote a joint FAA/industry security recognition and award program for exemplary performance on the part of individuals, companies or airlines.

E. Continue the expanded airline program of testing the screening process.

IV. Improved Safety Data and Safety Program Management

A. Implement an automated industry safety data base that would permit collection, analysis and dissemination of timely accident/incident information.

B. Review existing guidelines for internal safety audits by airlines to insure compliance with all FAA regulatory requirements as well as to more effectively monitor incidents or other developments that may indicate a need for special corrective action.

C. Cooperate with government and industry to identify improved indicators of the current level of safety in the air carrier industry. Insure ATA safety objectives are included in FAA safety priorities.

D. Support the need for highly competent, well trained FAA inspection and safety personnel working in concert with airline, manufacturers and other government participants to foster safety and continued airworthiness.

V. Increase Public Awareness of Airline Safety Programs and Accomplishments

Continue a strong public information program to assure broad understanding of the airlines' highest priority commitment to safety and the safety activities of the industry. This program is to be conducted in conjunction with efforts to increase public and Congressional awareness of the need to enhance safety and expand the capacity of the nation's airports and airspace facilities through modernization. Demonstrate that cooperative airline, manufacturer, government participative efforts are a more productive means of assuring airworthiness safety than enforcement actions.

ATTACHMENT B

ATA CAPACITY & EFFICIENCY AGENDA

ATA member airlines have historically played a leading role in seeking improvements in airport and Air Traffic Control (ATC) systems development and operation, in order to improve the timeliness and efficiency of air transportation services offered to the public. These efforts have been undertaken in parallel with programs intended to improve the safety of air transportation services.

The growth in the number of airline operations since deregulation of the industry and the extraordinary growth expected over the next five years -- combined with the increased reliance on hubbing -- will produce even greater stresses on our nation's ATC and airports systems. Current delays have become a problem, and public dissatisfaction with the quality of air transportation services has resulted. Public dissatisfaction and the burgeoning need for increased air transportation services dictate the need for a new approach to resolving capacity related problems in operation of both airports and the ATC system. An integrated approach is required -- an approach that considers the airport and the ATC system operation as a unified entity with dependent parts. Capacity must be improved to accommodate safely a greater number of aircraft movements and efficiency must be improved to permit more reliable, predictable, and flexible airline operations.

It is within this context -- the need for an integrated "system" approach -- that the ATA Capacity and Efficiency Agenda for 1990 has been adopted by the ATA Board of Directors. The agenda will be updated regularly. It is to serve as a priority work program for ATA staff, the ATA Operations Council and the Council's subsidiary Committees.

ATA recognizes that close cooperation between its members, the FAA and other government agencies and Congress will be required to attain the goals itemized in this agenda. To this end, the Association pledges its full cooperation and support to the FAA.

ATA CAPACITY & EFFICIENCY AGENDA

I. Airport Needs

A. Review and update the airfield and F&E requirements studies at the 39 "pacing" and additional hub airports, and other capacity task force reviews. Coordinate these requirements with FAA, and aggressively pursue implementation through the budget and acquisition process.

B. Promote and encourage greater use of modeling techniques in national airport system planning.

C. Identify locations in the U.S. where capacity is at or near its maximum; work with state and local governments to develop the scope and timing for development of new/improved airport facilities.

D. Determine the need for expanded joint-use and reliever facilities. Identify locations and their potential for implementation.

E. Encourage the development of airport design standards and ATC procedures for new-generation aircraft.

F. Pursue efforts to develop a national noise policy, to preclude the unacceptable loss of airport capacity through use restrictions and the imposition of unsafe and inefficient flight procedures. As a beginning, work for staying or reversal of Stage 3 use restrictions.

II. ATC System Needs

A. Traffic Management Operations

Effective Traffic Management cannot be achieved without proper planning, modeling, equipment and staffing, and cannot function if the system is not fully integrated nationwide in all respects. Accordingly:

1. Encourage FAA to reinstate Central Flow Control Facility (CFCF) as the principal ATC authority responsible for day-to-day system efficiency.

2. Using computer modeling techniques, Aircraft Situation Display (ASD) archival data and other tools, determine proper capacity and organization of the airspace to accommodate present and future demand, considering efficiency and realistic controller workload. More specifically:

   - Create an FAA/Industry airspace review and redesign committee, similar to the Air Traffic Procedures Advisory Committee (ATPAC), to resolve problems of insufficient sector or terminal airspace capacity.

   - Assess present sector and approach control capacity vs. normal and overload demand.

   - Use ASD data for daily review and analysis: routine sector overload should prompt sector redesign or rerouting, not ground delay.

   - Develop simulation and modeling techniques to aid decision making in determining future systems demand, projecting staff needs and improving traffic management procedures.

   - Quantify incremental improvements available through reduced or composite separation standards.

3. Press FAA to improve staffing and coordination by providing CFCF with the manpower it needs.

4. Airlines have a stake in delay management, and tactical airline input and timely advice are essential to a fully-integrated system. Accordingly, assign ATA personnel as fully functioning members of the CFCF team on a daily shift basis, and encourage FAA cross-training with airlines.

5. CFCF needs new telephone equipment, an upgraded current airline data base, and an ASD with current weather radar data superimposed to facilitate valid weather avoidance advisories. Assist FAA in acquiring these needed enhancements.

6. Urge FAA to review and abolish obsolete or unnecessary procedures and restrictions which hinder efficient flow management, namely:

   - Seek elimination of static daily restrictions including miles-in-trail.
   - Seek elimination of institutional mandatory route constraints.
   - Promote tactical rerouting of aircraft around bottlenecks.
   - Resectorize and adjust routes and procedures where needed using ASD data and modeling techniques.

B. Administrative Policies

Encourage FAA to:

1. Seek a comprehensive and rational incentive program as a follow-up to the pay demonstration program for hard-to-staff critical facilities. Expand the present program where appropriate without diminishing the needed incentives.

2. Adopt local recruitment policies for hard-to staff facilities/locales.

3. Consider establishment of a mandatory FAA transfer policy - as a condition of employment - to insure appropriate staffing at key facilities.

4. Validate ATC staffing standards. Insure that the standard provides a realistic measure of the system requirements. Develop a staffing forecast model to insure ATC trainees are recruited in time to meet future ATC system demands.

5. Promote the use of simulators and advanced training techniques to accelerate the availability of fully qualified ATC controllers capable of using the most sophisticated techniques for moving aircraft safely and efficiently while making optimum use of airspace and runway configuration.

6. Revise FAA Order 7031.2C, "Airway Planning Standard Number One - Terminal Air Navigation Facilities and Air Traffic Control Services"; and other criteria that are applied to decisions to procure facilities, equipment, and airport improvements to ensure that account is taken of the potential for capacity enhancement and delay reductions.

III. Terminal and Enroute Operations

A. Seek enhanced safety and more efficient use of terminal area capacity through substantially improved equipment and facilities. More specifically, press FAA to:

1. Accelerate testing, develop procedures and implement aids being developed to assure safe separation for complex runway use configurations: (quick scan radar under test at Raleigh and MODE S radar at Memphis, and the use of TCAS technologies).

2. Pursue implementation of near-term terminal automation tools. In particular, integrate the metering and spacing efforts of MITRE, NASA Ames, and Lincoln Labs and accelerate field trials. Examine the applicability of the Republic of Germany's (COMPAS) and the French (MAESTRO) efforts.

3. Seek early implementation of imaging aids (ghosting) for reduced approach separation.

4. Implement ground traffic navigation and management technology including surface tracking runway incursion detection devices, and artificial intelligence techniques to provide controllers with decision-assist making tools for optimum runway configuration management.

5. Accelerate delivery of ARTS IIIA terminal automation hardware particularly solid-state memory modules which increase computer capacity.

6. Accelerate implementation of the initial sector suite subsystem of the Advanced Automation System (AAS). Insure terminal automation hardware and software changeout receive equivalent priority.

7. Complete the Microwave Landing System (MLS) evaluation program as a basis for comparing alternatives for variable approach paths to precision landing.

8. Accelerate the accommodation of LORAN-C navigation both enroute and for approaches to all general aviation airfields. This will aid in relieving congestion at the major terminals in IMC.

B. Procedural and airspace review and adjustments are also needed. Seek FAA action to:

   1. Increase airport capacity through the early completion of procedural criteria for triple and quadruple approaches.

   2. Foster dynamic use of severe weather and wake vortex information to reduce uncertainty, unnecessary separation and costly circuitous rerouting.

   3. Pursue limited airborne holding at specified locations where airport acceptance rates and efficiency can be increased.

   4. Seek time shared corridors through specific military Special Use Airspace where enroute and terminal capacity have been constrained by lack of usable airspace.

IV. Oceanic and International Initiatives

A. Oceanic

   1. Support FAA in uniform implementation of new ATC automation technology in the Atlantic and Pacific Ocean areas.

   2. Pursue implementation of Automatic Dependent Surveillance (ADS). Develop reduced separation standards through the use of ADS on oceanic routes and wherever radar is not available.

   3. Seek improvement in Communications, Navigation and Surveillance (CNS) service by participating in the ICAO special future navigation system follow-on committee (FANS).

4. Develop plans for implementation of satellite technology in coordination with the appropriate international agencies, to speed the creation of an integrated global system for CNS.

B. European Delay Reduction

1. Participate with the U.S. member at the ICAO formal and informal regional planning meetings to represent member airline views and demonstrate support to the FAA participant.

2. Seek U.S. Government support at political and technical levels to help ATA member airlines assume a more influential role within national and pan-European agencies.

V. Future Information and Control Development

A. Seek early development benefits from the Global Positioning System (GPS) by encouraging FAA to develop a cooperative program with the U.S. military. Pursue separation reductions in oceanic areas using GPS driven ADS. Develop procedures to use GPS as a non-precision approach aid.

B. Accelerate the transition from a VOR based system to one based on GPS and LORAN-C area navigation. Develop procedures for using 4.D navigation capabilities in aircraft to meet terminal metering criteria.

C. Pursue techniques such as differential GPS in an endeavor to achieve precision approach minimums using GPS.

D. Aggressively develop technologies such as FLIR and millimeter wave radar for use as a synthetic vision precision landing device as well as for wind shear and wake turbulence avoidance.

E. Expand Aircraft Communications Addressing and Reporting System (ACARS) data link applications. Implement a national predeparture clearance delivery program at air carrier hubs. Identify other ATC information which can be exchanged by ACARS such as automatic terminal information service (ATIS), uplink of runway surface wind information, ATC frequency changes and Runway Visual Range (RVR) information.

F. Develop procedures using TCAS technology to reduce separation standards on approach and in oceanic enroute airspace.

G. Support the establishment of a national ATC modeling and simulation laboratory to evaluate the impact of long term increases in the United States air transportation system.

H. Support the use of Open System Interconnection (OSI) as the route to meaningful digital data link communications using satellite, terrestrial, commercial and Secondary Surveillance Radar (SSR) MODE S data links.

ATTACHMENT C

Air Transport Association Survey of 88 Airports

CURRENT CONSTRUCTION PROJECTS
8/88–8/90
(alphabetical by state)

Airport	State	Terminal	Airside	Landside	Security	Total Value (millions)
Anchorage	AK	X	X			$29.1
Phoenix	AZ	X	X	X		$230.4
Tucson	AZ		X			$3.1
Los Angeles	CA		X			$26.7
Oakland	CA		X			$3.0
Ontario	CA		X			$14.7
Sacramento	CA	X	X	X		$69.4
San Diego	CA	X	X	X		$15.0
San Francisco	CA		X			$33.8
San Jose	CA		x			$23.0
Santa Ana	CA	X	X	X		$142.0
Colorado Springs	CO	X				$142.0
Miami	FL	X	X	X		$386.1
Orlando	FL	X	X			$850.0
Tampa	FL		X	X	X	$116.3
West Palm Beach	FL	X	X	X		$16.4
Atlanta	GA	X	X			$21.8
Honolulu	HI	X	X	X	X	$111.5
Chicago Midway	IL		X			$45.0
Chicago O'Hare	IL	X	X	X		$323.0
Indianapolis	IN		X			$61.0
Wichita	KS		X			$3.2
Cincinnati	KY		X	X		$87.0
Louisville	KY	X	X			$39.5
New Orleans	LA	X	X			$35.0
Boston	MA		X			$8.0
Baltimore–Washington	MD		X			$7.7
Detroit	MI		X			$78.5
Minneapolis–St. Paul	MN	X	X	X		$83.6
Kansas City	MO		X	X		$79.0
St. Louis	MO	X	X	X		$13.5
Charlotte	NC	X	X	X		$37.0
Raleigh/Durham	NC	X	X			$98.0
Newark	NJ	X	X	X		$1,800.0
Albuquerque	NM	X	X			$127.8
Las Vegas	NV		X			$71.0
Reno	NV		X			$14.0
New York Kennedy	NY	X	X			$3,200.0
New York LaGuardia	NY	X	X			$400.0
Cleveland	OH		X			$30.0
Columbus	OH	X	X	X		$31.5
Dayton	OH		X			$20.0
Oklahoma City	OK	X	X	X		$80.8
Philadelphia	PA	X	X	X		$115.0
Pittsburgh	PZ	X	X	X		$800.0
Memphis	TN	X	X	X		$59.7
Nashville	TN		X			$82.0

ATA Survey compiled September, 1989

2/90

CURRENT CONSTRUCTION PROJECTS
8/88–8/90
(alphabetical by state)

Airport	State	Terminal	Airside	Landside	Security	Total Value (millions)
Austin	TX	X	X			$14.5
Dallas Love	TX		X	X	X	$5.3
Dallas/Ft. Worth	TX	X	X	X	X	$96.2
Houston Hobby	TX		X			$43.3
Houston Intercontinental	TX	X	X			$162.3
San Antonio	TX	X	X	X		$16.0
Salt Lake City	UT	X		X		$46.3
Washington Dulles	VA	X	X			$54.5
Washington National	VA	X				$278.0
Seattle–Tacoma	WA	X		X		$190.0
Milwaukee	WI	X	X	X		$30.0
Total						$10,793.4

Notes:

1) Terminal Column includes new terminals and reconstruction.
2) Landside Column includes curbside expansion, on–airport access roadways and parking.
3) Airside Column includes taxiway and runway construction and rehabilitation,
apron work, lighting and navigational aids.
4) Security Column does not include the mandated access control systems.
5) Includes projects with individual value of $1.5 million or greater.

ATTACHMENT D

F&E PROGRAMS UNDERFUNDED IN THE FY 1991 FAA BUDGET REQUEST

PROGRAM	ADDITIONAL FUNDS NEEDED (MILLIONS)
Interim Support Plan	$ 35
Mode C Intruder Improvement Program	4
Voice Switching and Control System	75
Enroute Radar Facilities	7
NEXRAD (FAA Share)	7
Advanced Automation System	35
Facility Communications Improvements	45
Terminal Doppler Weather Radar	25
Terminal ATC Radar Improvements	5
Precision Runway Monitor Program	5
ASDE/Runway Incursion Monitor	24
Dallas/Fort Worth Metroplex and Los Angeles Basin Facilities Consolidation	8
Enroute Automation and Software Enhancements	5
San Juan Facility Consolidations/Improvements	5
Aeronautical Data Link	5
Central Weather Processor	2
Critical Communications Redundancy, Including Satellite Circuit Backup	4
Modernize Towers and TRACONS	6
Establish Towers, Including Chicago O'Hare	10
Remote Maintenance Monitoring	5
ASOS and Other Weather Reporting/Forecasting System Enhancements	20
Instrument Landing Systems and Approach Lighting Systems	137
Runway Visual Range Equipment (Exercise Option For 178)	56
TOTAL	$530 million

ATTACHMENT E

ATA AIRPORT INDUSTRY SURVEY OF AIRPORTS

Because of the number of needs identified in this survey, it is necessary that it be separated into two sections based on the ATA Regional structure of the United States. The two sections have been alphabetized by state; following is an index to the sections.

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ATTACHMENT E

ATA AIRLINE INDUSTRY SURVEY OF AIRPORTS

This listing of F&E requirements was generated by the Air Transport Association and reflects the system requirements as determined by the airlines operating at these airports. The survey addresses the needs of 162 airports across the country. This table summarizes the total number of each type of equipment included in the survey. The survey is an on-going project that was last updated in February 1990.

SUMMARY OF F & E REQUIREMENTS

Airport Surface Detection Equipment (ASDE)	21
Airport Surveillance Radar (ASR)	9
Automated Weather Observation Station (AWOS)	1
Category I Instrument Landing System (Cat I ILS)	71
Category II Instrument Landing System (Cat II ILS)	18
Category III Instrument Landing System (Cat III ILS)	9
Category II/III Instrument Landing System Upgrade	28
Control Towers	12
Distance Measuring Equipment on Localizer (DMEL)	49
Frangible Approach Light Structures	10
Glideslope (GS)	7
High Intensity Approach Light System - Flashing (ALSF-2)	40
Medium Intensity Approach Light System with Runway Alignment Non-Indicator Lights (MALSR)	80
Lead-In Lighting System (LDIN)	1
Localizer	3
Low Level Windshear Alert System (LLWAS)	6
Directional Beacon (NDB)	2
Precision Approach Path Indicator (PAPI)	15
Runway Visual Range Transmissometer (RVR)	210
RVR Upgrade	16
Runway End Identification Lights (REIL)	27
Runway Alignment Indicator Lights (RAIL)	5
Terminal Very High Frequency Omnirange (TVOR)	2
Very High Frequency Omnidirectional Range (VOR)	7
Visual Approach Slope Indicator (VASI)	18

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APRIL 20, 1990

ATA LISTING OF AIP AND F&E REQUIREMENTS

(SORTED BY STATE WITHIN REGION)

	AIRPORT/ CHAIRMAN	ITEM REQUESTED	NEW ESTAB/ REPLACE	JUSTIFICATION	REVIEW DATE	PROGRAM (AIP / F&E)
*L	BIRMINGHAM MUNICIPAL (BHM) BHM	CAT II/III ILS UPGRADE (FROM GS) ON RW 5; GS ANT RELOCATION IS NEEDED	NEW/REPL	RESTORE CAT II MINIMA	JAN 1990	F & E
	A.G. MORGAN (DL)	EXTEND RW 18/36 TO SOUTH & UPGRADE TO 7500'x150' IF FOUND COST/BENEFICIAL	NEW	INCREASE OVERALL AIRPORT EFFICIENCY & PROVIDES SECONDARY AIR CARRIER RW		AIP
	HUNTSVILLE INT'L JONES (HSV) HSV C.V. GERMAN (NW)	RVR (ROLLOUT) ON RW 18R	NEW	REQD FOR CAT II OPERATIONS - TDZ & CLL INSTALLED	JAN 1990	F & E
		CAT II/III ILS UPGRADE (FROM GS) ON RW 18R	NEW/REPL	REQD FOR CAT II OPERATIONS - TDZ & CLL INSTALLED		F & E
		ASLF-2 ON RW 18R/ENG GEN	NEW	REQD FOR CAT II OPERATIONS - TDZ & CLL INSTALLED		F & E
		RVR (TOUCHDOWN) ON RW 18L (FUNDED)	NEW	OBTAIN RVR MINIMA - RW HAS ILS & MALSR		F & E
	BATES FIELD (MOB) MOB C.V. GERMANN (NW)	RVR ON RW 32 (FUNDED)	NEW	OBTAIN RVR MINIMA - RW HAS ILS & MALSR	JAN 1990	F & E
		NEW TW TO CONNECT WEST END OF TW C W/ NW PORTION OF TW A	NEW	ENHANCE GROUND MOVEMENT TO/FROM AIR CARRIER TERMINAL AND AJACENT GA PARKING APRON		AIP
	DANNELLY FIELD (MGM)	RVR ON RW 27 (FUNDED)	NEW	OBTAIN RVR MINIMA - RW HAS ILS &	JAN 1990	F & E

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	MGM L.G. BERNIER (DL)			MALSR		
CT	BRADLEY INTERNATIONAL (BDL) BDL H.F. PORTZ (US)	HIGH SPEED TURNOFF ON RW 6/24 BETWEEN TW K AND RW 1/19 LEADING INTO TW C	NEW	REDUCE RW OCCUPANCY TIME FOR TRAFFIC LANDING RW 6	JAN 1990	AIP
		HIGH SPEED TURNOFF ON RW 6/24 JUST AFTER TW J LEADING INTO TW C	NEW	REDUCE RW OCCUPANCY TIME FOR TRAFFIC LANDING RW 6		AIP
		HIGH SPEED TURNOFF ON RW 6/24 PRIOR TO TW K LEADING TO INTERSECTION OF TW'S C AND K	NEW	REDUCE RW OCCUPANCY TIME FOR TRAFFIC LANDING RW 24		AIP
		EXTEND RW 33 TO NW CONVERT STOPWAY TO USABLE RUNWAY	NEW	INCREASE UTILITY OF RW 15/33 FOR AIR CARRIER AIRCRAFT		AIP
		RAIL ON RW 33	NEW	IMPROVE RW 33 LANDING MINIMUMS REQD DURING REHAB OF RW 6/24		F & E
		ESTABLISH CONVERGING ILS PROCEDURE FOR RW'S 6 AND 33, AND RW'S 24 AND 33	NEW	INCREASE ARRIVAL CAPACITY WHEN WEATHER IS BELOW VISUAL APPROACH REQUIREMENTS		F & E
		DEVELOP SIMULTANEOUS WET RW OPERATIONS FOR LANDING RW 24 TO HOLD SHORT OF RW 15/33, AND LANDING RW 33 TO HOLD SHORT OF RW 6/24	NEW	INCREASE ARRIVAL CAPACITY		F & E
FL	DAYTONA BEACH REGIONAL (DAB) DAB R. BYCE (DL)	CAT I ILS ON RW 25R	NEW	LOWER LANDING MINIMA	JAN 1990	F & E
		MALSR ON RW 25R	NEW	LOWER LANDING MINIMA		F & E
		RVR ON RW 25R	NEW	OBTAIN RVR MINIMA		F & E

I-3

	EXTEND RW 16/34 TO MINIMUM OF 5500' X 150' & INCREASE TO AIR CARRIER STENGTH	NEW	INCREASES OVERALL AIRPORT CAPACITY AND PROVIDES SECONDARY AIR CARRIER RUNWAY		AIP
FT LAUDERDALE-HOLLYWOOD INT'L (FLL) FLL L.G. BERNIER (DL)	RVR (TOUCHDOWN) ON RW 27R (FUNDED)	NEW	OBTAIN RVR MINIMA - RW HAS ILS. MALSR TO BE INSTALLED THIS SPRING	JAN 1990	F & E
	EXTEND RW 9R/27L TO MINIMUM OF 6000' x 150' & INCREASE TO AIR CARRIER STRENGTH	NEW	INCREASES OVERALL AIRPORT CAPACITY & PROVIDES SECONDARY AIR CARRIER RW		AIP
SOUTHWEST FLORIDA REGIONAL (RSW) RSW	CAT I ILS ON RW 24	NEW	LOWER LANDING MINIMA	JAN 1990	F & E
R. BYCE (DL)	MALSR ON RW 24	NEW	LOWER LANDING MINIMA		F & E
	RVR (TOUCHDOWN) ON RW 24	NEW	OBTAIN RVR MINIMA		F & E
GAINSVILLE REGIONAL (GNV) GNV R.C. COOPER (EA)	CAT I ILS ON RW 10	NEW	LOWER LANDING MINIMA	JAN 1990	F & E
	MALSR ON RW 10	NEW	LOWER LANDING MINIMA		F & E
	RVR ON RW 10	NEW	OBTAIN RVR MINIMA		F & E
	RVR ON RW 28 (FUNDED)	NEW	OBTAIN RVR MINIMA - RW HAS ILS & MALSR		F & E
JACKSONVILLE INT'L (JAX) JAX	GS ON RW 25	NEW	LOWER LANDING MINIMA	JAN 1990	F & E
R. BYCE (DL)	NM ON RW 25	NEW	LOWER LANDING MINIMA		F & E

I-4

	MALSR ON RW 25	NEW	LOWER LANDING MINIMA		F & E
KEY WEST INTERNATIONAL (EYW) EYW G.A. WHEELER (PI)	EXTEND RW 9/27 TO EXTENT PRACTICAL	NEW	AFFORD AIR CARRIERS BETTER OPERATING FLEXIBILITY - ENHANCE AIRPORTS ABILITY TO SERVE LARGER SEGMENT OF AVIATION USERS	JAN 1990	AIP
	IMPROVE RW 9/27 OBSTRUCTION CLEARANCE ON BOTH ENDS	NEW	ENHANCE SAFETY & PERMIT A BROADER RANGE OF NAVAIDS TO BE INSTALLED		AIP
	CAT I ILS ON RW 9 OR RW 27	NEW	OBTAIN STRAIGHT IN APPROACH AND LOWER LANDING MINIMA		F & E
	MALSR ON RW 9 OR RW 27	NEW	OBTAIN STRAIGHT IN APPROACH AND LOWER LANDING MINIMA		F & E
MELBOURNE REGIONAL (MLB) MLB S. KAMINITSKY (EA)	CAT I ILS ON RW 27L	NEW	ENHANCE SAFETY - OBTAIN LOWER LANDING MINIMA	JAN 1990	F & E
	MALSR ON RW 27L	NEW	ENHANCE SAFETY - OBTAIN LOWER LANDING MINIMA		F & E
	RVR ON RW 27L	NEW	OBTAIN RVR MINIMA		F & E
MIAMI INTERNATIONAL (MIA) MIA	RVR (MIDPOINT) ON RW 9R	NEW	LOWER TAKEOFF MINIMA AS RW HAS CLL	JAN 1990	F & E
	RVR (TOUCHDOWN) ON RW 9R (FUNDED)	NEW	RVR MINIMA/LOWER TAKEOFF MINIMA		F & E
	RVR (MIDPOINT) ON RW 12	NEW	LOWER TAKEOFF MINIMA AS RW HAS CLL		F & E
	RVR (TOUCHDOWN) ON RW 12	NEW	OBTAIN RVR MINIMA - LOWER TAKEOFF MINIMA AS RW HAS CLL		F & E

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	MALSR ON RW 12	NEW	LOWER LANDING MINIMA		F & E
	MM ON RW 12	NEW	LOWER LANDING MINIMA		F & E
	GS ON RW 30	NEW	LOWER LANDING MINIMA		F & E
	MM ON RW 30	NEW	LOWER LANDING MINIMA		F & E
	RAIL ON RW 30	NEW	MALS INSTALLED		F & E
	CAT II/III ILS ON RW 9L	NEW	OBTAIN CAT II/III MINIMA		F & E
	ALSF-2 ON RW 9L/ENG GEN	NEW	OBTAIN CAT II/III MINIMA		F & E
	RVR (MIDPOINT) ON RW 9L	NEW	LOWER TAKEOFF MINIMA-RW HAS CLL		F & E
	RVR (TOUCHDOWN) ON RW 27R (FUNDED)	NEW	LOWER TAKEOFF MINIMA-RW HAS CLL ALSO PROVIDE RVR MINIMA FOR RW 27R WHICH HAS ILS & MALSR		F & E
	DME AT LOC RW 27R	NEW	IMPROVE CAPACITY RW 27R		F & E
	VOR-DME (ON AIRPORT)	NEW	ENHANCE AIR TRAFFIC MOVEMENT - ATC SUPPORTS THIS ITEM		F & E
	UPGRADE RVR'S ON RW 9L/27R (FUNDED)	NEW/REPL	OBTAIN LOWER RVR READOUTS		F & E
ORLANDO INTERNATIONAL (MCO) MCO J.E. ROSE (DL)	HOLD PADS ON ALL DEPARTURE RW ENDS WHERE PRACTICAL	NEW	PROVIDE BYPASS CAPABILITY IN ORDER TO SEQUENCE DEPARTURE AIRCRAFT AS REQUIRED BY FLOW CONTROL	JAN 1990	AIP
	CAT IIIb ILS UPGRADE ON RW 36R	NEW/REPL	OBTAIN CAT IIIb MINIMA, WITH RVR UPGRADE-HIGH PERCENTAGE OF FOG		F & E

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CAT I ILS ON RW 18L	NEW		F & E
MALSR ON RW 18L	NEW		F & E
UPGRADE RVR'S ON RW 18L/36R	NEW/REPL	OBTAIN CAT IIIb MINIMA, HIGH PERCENTAGE OF FOG	F & E
CAT III ILS ON RW 18R	NEW	OBTAIN CAT IIIb MINIMA - TDZ/CLL TO BE INSTALLED THIS YEAR. ALSO PROVIDE SIMULTANEOUS ILS APPROACH CAPABILITY IN LOW WEATHER CONDITIONS - ENHANCES AIRPORT CAPACITY	F & E
ALSF-2/ENG GEN ON RW 18R	NEW	OBTAIN CAT II/III MINIMA	F & E
UPGRADE RVR'S ON RW 18R/36L	NEW/REPL	OBTAIN CAT II/III MINIMA	F & E
UPGRADE RVR'S ON RW 17/35 (NEW)	NEW/REPL	OBTAIN CAT IIIb MINIMA	F & E
LAND ACQUISITION FOR FUTURE RW'S	NEW	LONG TERM PROTECTION OF AIRPORT TO PERMIT EXPANSION OF FACILITIES AS GROWTH PATTERNS DICTATE	AIP
DME AT LOCALIZER RW 36R	NEW	ENHANCE CAPACITY RWY 36R	F & E
VOR-DME ON AIRPORT	NEW	ENHANCE AIR TRAFFIC MOVEMENT	F & E
ASDE	NEW	ENHANCE MOVEMENT OF AIRCRAFT ON GROUND - HIGH TRAFFIC VOLUMES, LOW	F & E

I-7

			VISIBILITY CONDITIONS		
	NEW RW 17L/35R (1993-1995)	NEW			AIP
	CAT II ILS ON RW 17L	NEW			F & E
	CAT III ILS ON RW 35R	NEW			F & E
	RVR'S (CAT IIIb) ON RW 17L/35R	NEW			F & E
	ALSF-2 ON RW 17L/35R (FUNDED)	NEW			F & E
PENSACOLA REGIONAL (PNS) PNS R.C. COOPER (EA)	CAT I ILS ON RW 34	NEW	OBTAIN LOWER LANDING MINIMA (NDB APPROACH ONLY)	JAN 1990	F & E
	MALSR ON RW 34	NEW	OBTAIN LOWER LANDING MINIMA (NDB APPROACH ONLY)		F & E
	RVR ON RW 34	NEW	OBTAIN RVR MINIMA		F & E
ST PETERSBURG-CLEARWATER INTL (PIE) PIE F.R. ERICKSON (AA)	RVR (TOUCHDOWN) ON RW 17L (FUNDED)		REDUCE LANDING MINIMA, LOWER TAKEOFF MINIMA-TDZ & CLL INSTALLED		F & E
	RVR (MIDPOINT) ON RW 35R		LOWER TAKEOFF MINIMA		F & E
	CAT I ILS ON RW 35R		REDUCE LANDING MINIMA		F & E
	MALSR ON RW 35R		REDUCE LANDING MINIMA		F & E
	RVR (TOUCHDOWN) ON RW 35R		OBTAIN RVR MINIMA, LOWER TAKEOFF MINIMA		F & E
SARASOTA-BRADENTON (SRQ) SRQ	RVR ON RW 14 (FUNDED)	NEW	OBTAIN RVR MINIMA	JAN 1990	F & E

I-8

R.C. COOPER (EA)	RVR ON RW 32 (FUNDED)	NEW	OBTAIN RVR MINIMA		F & E
TALLAHASSEE MUNICIPAL (TLH) TLH R.C. COOPER (EA)	REIL ON RW 18	NEW	ENHANCE SAFETY	JAN 1990	F & E
	UPGRADE RVR'S ON RW 27	NEW/REPL	OBTAIN CAT IIIb MINIMA		F & E
	CAT III ILS UPGRADE ON RW 27	NEW/REPL	HIGH PERCENTAGE OF FOG REQUIRES CAT IIIb CAPABILITY		F & E
	CONTROL TOWER	NEW/REPL	NEEDED TO SUPPORT LOCAL AIRPORT EXPANSION EFFORTS		F & E
TAMPA INTERNATIONAL (TPA) TPA R.C. COOPER (EA)	CAT III ILS UPGRADE ON RW 36L	NEW/REPL	HIGH PERCENTAGE OF FOG REQUIRES CAT IIIb CAPABILITY		F & E
	UPGRADE RVR'S ON RW 36L (FUNDED)	NEW/REPL	OBTAIN CAT IIIb CAPABILITY		F & E
	DME ON RW 36L ILS	NEW	ENHANCE APPROACH CAPABILITY		F & E
	CAT I ILS ON RW 27	NEW	ONLY APPROACH IS ASR. WITH MALSR & RVR WILL LOWER LANDING & RVR MINIMA ENHANCE AIRPORT CAPACITY BY MOVING GA TRAFFIC OFF MAIN RW'S. GA FACILITIES LOCATED SOUTH OF RW		F & E
	MALSR ON RW 27	NEW	WITH ILS & RVR WILL LOWER LANDING & RVR MINIMA		F & E
	RVR ON RW 27	NEW	WITH ILS & MALSR WILL LOWER LANDING & RVR MINIMA		F & E
	PROVIDE DUAL TW SYSTEM SOUTH OF	NEW	IMPROVE TAXI FLOW		AIP

I-9

		TERMINAL COMPLEX				
		ASDE (FUNDED)	NEW	ENHANCE GROUND MOVEMENT OF AIRCRAFT DURING REDUCED VISIBILITY CONDITIONS		F & E
		RADAR SCOPE IN ATCT	NEW	REQD FOR SIMULTANEOUS PARALLEL APPROACH CAPABILITY IN IFR WEATHER		F & E
	PALM BEACH INT'L (PBI) PBI J.E. ROSE (DL)	CAT I ILS ON RW 27R	NEW	OBTAIN LOWER LANDING MINIMA, NOISE ABATEMENT WILL KEEP AIRCRAFT ON A GS HIGHER OVER THE COMMUNITY	JAN 1990	F & E
		MALSR ON RW 27R	NEW	OBTAIN LOWER LANDING MINIMA		F & E
		RVR (TOUCHDOWN) ON RW 27R	NEW	OBTAIN RVR MINIMA		F & E
GA	HARTSFIELD ATLANTA INT'L (ATL) ATL H. MORRIS (DL)	RAIL ON RW 27R	NEW	MALS HAS BEEN COMMISSIONED, WILL PROVIDE LOWER LANDING MINIMA	JAN 1990	F & E
		CAT IIIb ILS UPGRADE ON RW 8L	NEW/REPL	WITH RVR UPGRADES, WILL OBTAIN CAT IIIb MINIMA		F & E
		UPGRADE RVR'S ON RW 8L	NEW/REPL	WITH ILS UPGRADE, WILL OBTAIN CAT IIIb MINIMA		F & E
		UPGRADE RVR'S ON RW 9R	NEW/REPL	TO OBTAIN CAT IIIb MINIMA		F & E
		TDZ LIGHTS ON RW 27L	NEW	OBTAIN LOWER LANDING MINIMA		AIP
	BUSH FIELD (AGS)	VASI ON RW 8	NEW	ENHANCE SAFETY	JAN 1990	F & E

I-10

AGS					
G. MORGAN (DL)					
COLUMBUS METROPOLITAN (CSG)	IMPROVE OBSTRUCTION CLEARANCE TO RW 23	CONTINUAL	SAFETY AND WILL BE CONSISTENT WITH	JAN 1990	AIP
CSG		PROCESS	AIRLINE EFFORTS TO OBTAIN PRECISION		
L.G. BERNIER (DL)			APPROACH CAPABILITY TO THIS RW		
	CAT I ILS ON RW 23	NEW	OBTAIN LOWER LANDING MINIMA		F & E
	MALSR ON RW 23	NEW	OBTAIN LOWER LANDING MINIMA		F & E
	RVR ON RW 23	NEW	OBTAIN RVR MINIMA		F & E
SAVANNAH INTERNATIONAL (SAV)	CLL ON RW 9/27	NEW	LOWER LANDING & DEPARTURE MINIMA	JAN 1990	AIP
SAV					
	TDZ LIGHTS ON RW 9	NEW	LOWER LANDING MINIMA		AIP
	CAT III ILS ON RW 9	NEW	TO OBTAIN CAT IIIb MINIMA		F & E
	ALSF-2 ON RW 9	NEW/REPL	TO OBTAIN CAT IIIb MINIMA		F & E
	RVR (MIDPOINT) ON RW 9	NEW	TO OBTAIN CAT IIIb MINIMA		F & E
	RVR (ROLLOUT) ON RW 9	NEW	TO OBTAIN CAT IIIb MINIMA		F & E
	CAT I ILS ON RW 27	NEW	PRESENT VOR APPROACH HAS 25 DEGREE		F & E
			TURN TO RW 27 THRESHOLD, ILS WILL		
			ENHANCE SAFETY AS WELL AS PROVIDE		
			LOWER LANDING MINIMA		
	MALSR ON RW 27	NEW	PROVIDE LOWER LANDING MINIMA		F & E

I-11

		RVR ON RW 27	NEW	PROVIDE RVR MINIMA		F & E
		RVR (TOUCHDOWN) ON RW 36	NEW	RW EQUIPPED WITH ILS & MALSR. PECULIAR LOCAL WEATHER CONDITIONS HAVE SHOWN THAT AN RVR ON THIS RW WILL ENHANCE OPERATIONS AT AIRPORT		F & E
KY	GREATER CINCINNATI INT'L (CVG) CVG W.G. WALLING (DL)	CAT IIIb ILS UPGRADE ON RW 36L	NEW/REPL	WITH RVR UPGRADE WILL OBTAIN CAT IIIb MINIMA	JAN 1990	F & E
		UPGRADE RVR'S ON RW 36L	NEW/REPL	WITH RVR UPGRADE WILL OBTAIN CAT IIIb MINIMA		F & E
		RELOCATE RW 9L/27R SOUTH AND EXAMINE POSSIBILITY OF EXTENDING TO 6000'	NEW	RELOCATION MAY BE NECESSARY TO ACCOMMODATE TERMINAL EXPANSION. RW PRESENTLY IMPORTANT PIECE OF CONCRETE IN TERMS OF EFFICIENT MOVEMENT OF ALL TRAFFIC-BOTH IN THE AIR AND ON THE GROUND		AIP
		RVR (TOUCHDOWN) ON RW 9R	NEW			F & E
		RVR (TOUCHDOWN) ON RW 27L	NEW			F & E
		CAT III ILS ON RW 18L (NEW) (FUNDED)	NEW	NEW RW TO BE OPENED IN 1990. ENHANCE AIRPORT CAPACITY BY PROVIDING CAT IIIb MINIMA		AIP
		ALSF-2 ON RW 18L (NEW) (FUNDED)	NEW	WITH CAT III ILS, TO OBTAIN CAT IIIb MINIMA		AIP
		CAT III ILS ON RW 36R (NEW) (FUNDED)	NEW	NEW RW TO BE OPENED IN 1990. ENHANCE AIRPORT CAPACITY BY PROVID-		AIP

I-12

				ING CAT IIIb MINIMA		
		ALSF-2 ON RW 36R (NEW) (FUNDED)	NEW	WITH CAT III ILS, TO OBTAIN CAT IIIb MINIMA		AIP
		RVR (TOUCHDOWN) ON RW 18L(NEW)(FUNDED)	NEW	NEW RW TO BE OPENED IN 1990. ENHANCE AIRPORT CAPACITY BY PROVIDING CAT IIIb MINIMA		AIP
		RVR (MIDPOINT) ON RW 18L (NEW)(FUNDED)	NEW	NEW RW TO BE OPENED IN 1990. ENHANCE AIRPORT CAPACITY BY PROVIDING CAT IIIb MINIMA		AIP
		RVR (ROLLOUT) ON RW 18L (NEW) (FUNDED)	NEW	NEW RW TO BE OPENED IN 1990. ENHANCE AIRPORT CAPACITY BY PROVIDING CAT IIIb MINIMA		AIP
		VOR-DME	NEW	ENHANCE AIR TRAFFIC MOVEMENT		F & E
		ASDE	NEW	ENHANCE MOVEMENT OF GROUND TRAFFIC DURING PERIODS OF REDUCED VISIBILITY		F & E
		CONTROL TOWER	NEW/REPL	NEEDED TO SUPPORT RAPID AIRPORT GROWTH		F & E
	BLUE GRASS FIELD (LEX) LEX J.E. ROSE (DL)	MALSR ON RW 22	NEW	LOWER LANDING MINIMA - RW HAS ILS		F & E
		RVR ON RW 22 (FUNDED)	NEW	OBTAIN RVR MINIMA		F & E
	STANDIFORD FIELD (SDF)	DME ON LOC ON RW 1	NEW	ENHANCE PREC APPR PROCEDURE	JAN 1990	F & E

I-13

	BDF				
	J.E. ROSE (DL)	T/W CONSTRUCTION TO IMPROVE GROUND MOVEMENT OF TRAFFIC AND REDUCE RW CROSSINGS CONSISTENT WITH AIRPORT SPONSOR'S AIRFIELD CAPACITY STUDY		ENHANCES SAFETY & REDUCES DELAY	AIP
		ASDE	NEW	ENHANCE MOVEMENT OF GROUND TRAFFIC DURING PERIODS OF LOW VISIBILITY	F & E
MA	LOGAN INTERNATIONAL (BOS)	REDUCE ILS MINIMAS TO RVR 2400-RW 22L	REPLACE	INCREASE SCHEDULE RELIABILITY	F & E
	BOS				
	L.G. BERNIER (DL)	EXTEND RW 4L 1900'SW TO 9770' LENGTH	NEW	INCREASE RW UTILITY	AIP
		LDA ON RW 4R	NEW		F & E
		CAT I ILS ON RW 4L	NEW	PROVIDE PRECISION INSTRUMENT APPROACH CAPABILITY	F & E
		MALSR ON RW 4L	NEW	REDUCE LANDING MINIMUMS	F & E
		LOC (OFFSET) ON RW 4R (IN CONJUNCTION WITH RW 4L ILS)	NEW	PROVIDE PARALLEL APPROACH CAPABILITY	F & E
		TDZ ON RW 4L	NEW	REDUCE LANDING MINIMUMS	AIP
		CLL ON RW 4L/22R	NEW	REDUCE LANDING AND TAKEOFF MINIMUMS AND INCREASE CAPACITY	AIP
		RVR (TOUCHDOWN) ON RW 4L	NEW	REDUCE TAKEOFF & LANDING MINIMUMS	F & E
		RVR (ROLLOUT) ON RW 4L	NEW	REDUCE TAKEOFF & LANDING MINIMUMS	F & E

I-14

RVR (MIDPOINT) ON RW 4L	NEW	REDUCE TAKEOFF & LANDING MINIMUMS	F & E
CAT I ILS ON RW 22R	NEW	IMPROVE SCHEDULE RELIABILITY PROVIDE PRECISION INSTRUMENT APPROACH CAPABILITY	F & E
CAT II ILS ON RW 15R	NEW	IMPROVE SCHEDULE RELIABILITY, REDUCE LANDING MINIMUMS	F & E
ALSF-2 ON RW 15R	NEW	REDUCE LANDING MINIMUMS	F & E
RELOCATE LOC ON RW 15R CENTERLINE	REPLACE	REDUCE LANDING MINIMUMS	F & E
EXTEND RW 9 WEST 1800' TO 8800' LENGTH AND EXTEND ASSOCIATED TAXIWAY	NEW	INCREASE RW UTILITY	AIP
RW INCLINED SAFETY AREA APPROACH END RW 27	NEW		AIP
REIL ON RW 9	NEW	ENHANCE RW VISIBILITY	F & E
REDUCE RW 27 ILS MINIMUMS TO LOWEST PERMISSIBLE LEVEL CONSIDERING EXISTING IMMOVABLE OBJECTS	NEW	IMPROVE SCHEDULE RELIABILITY AND OPERATIONAL FLEXIBILITY	F & E
DEVELOP CONVERGING ILS PROCEDURE, ILS RW 22L AND RW 27	NEW	INCREASE CAPACITY WHEN WEATHER BELOW VFR	AIP
EXTEND RW 15R/33L 800' TO 3300' WITH PARALLEL TW	NEW	HIGH PRIORITY TO INCREASE CAPACITY AND REDUCE DELAYS	AIP
NEW RW 14/32 AT LEAST 3600' LONG	NEW	HIGH PRIORITY TO INCREASE CAPACITY	AIP

I-15

		CONSTRUCT FULL LENGTH PARALLEL TW BETWEEN RW'S 4L AND 4R	NEW	PROVIDE ADDITIONAL DEPARTURE STAGING AND PENALTY BOX AREAS, IMPROVE NOISE LEVELS AND INCREASE CONSTRUCTION/PAVEMENT MAINTENANCE FLEXIBILITY		AIP
	WORCESTER MUNICIPAL (ORH) ORH G.A. WHEELER (PI)	CAT II ILS ON RW 11	NEW	IMPROVE SCHEDULE RELIABILITY, REDUCE LANDING AND TAKEOFF MINIMUMS	JAN 1990	F & E
		ALSF-2 ON RW 11	NEW			F & E
		CLL ON RW 11	NEW	REDUCE TAKEOFF & LANDING MINIMUMS		AIP
		TDZ LIGHTS ON RW 11	NEW	REDUCE LANDING MINIMUMS		AIP
		RVR (TOUCHDOWN) ON RW 29	NEW	REDUCE TAKEOFF & LANDING MINIMUMS		F & E
		DME COLOCATED WITH ILS ON RW 11	NEW			F & E
		NEW PARALLEL TW TO RW 11 APPROACH END	NEW	ENHANCE CAPACITY BY ELIMINATING NEED TO BACK-TAXI ON RW		AIP
		CAT I ILS ON RW 29	NEW	IMPROVE SCHEDULE RELIABILITY, ENHANCE APPROACH INFORMATION		F & E
		MALSR ON RW 29	NEW	REDUCE LANDING MINIMUMS		F & E
MD	BALTIMORE-WASHINGTON INT'L (BWI) BWI	EXTEND, WIDEN, STRENGTHEN RW 15L/33R AND ASSOCIATED TW'S TO ACCOMMODATE	NEW	IMPROVE AIRPORT CAPACITY	JAN 1990	AIP

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R.P. KETCHAM (PI)	AIR CARRIER OPERATIONS			
	CAT I ILS ON RW 15L (FUNDED)	NEW	INCREASE CAPACITY, PROVIDE PRECISION APPROACH CAPABILITY	F & E
	CLL ON RW 15L/33R	NEW	REDUCE TAKEOFF MINIMUMS	AIP
	MALSR ON RW 15L (FUNDED)	NEW	REDUCE LANDING MINIMUMS	F & E
	RVR (TOUCHDOWN) ON RW 15L	NEW	REDUCE TAKEOFF AND LANDING MINIMUMS	F & E
	RVR (ROLLOUT) ON RW 15L	NEW	REDUCE TAKEOFF AND LANDING MINIMUMS	F & E
	NEW RW 10R/28L-INDEPENDENT EAST-WEST RW AND ASSOCIATED TW'S SOUTH OF EXISTING RW 10/28	NEW	INCREASE CAPACITY	AIP
	CAT I ILS ON RW 33R (FUNDED)	NEW	INCREASE CAPACITY, PROVIDE PRECISION APPROACH CAPABILITY	F & E
	MALSR ON RW 33R (FUNDED)	NEW	REDUCE LANDING MINIMUMS	F & E
	FULL LENGTH PARALLEL TW TO RW 10/28	NEW	IMPROVE FLOW OF GROUND TRAFFIC AND AIRCRAFT STAGING	AIP
	EXPAND HOLD PADS AT RW 10	NEW	IMPROVE CAPACITY THROUGH IMPROVED STAGING	AIP
	CAT II/III ILS ON NEW RW 10R	NEW	IMPROVE IFR CAPACITY, ESTABLISH PARALLEL ILS CAPABILITY	F & E
	ALSF-2 ON NEW RW 10R	NEW		F & E

I-17

CLL ON NEW RW 10R	NEW		AIP
TDZ LIGHTS ON NEW RW 10R	NEW	REQUIRED FOR LOWEST TAKEOFF MINIMUM AND CAT II OPS	AIP
RVR (TOUCHDOWN) ON NEW RW 10R	NEW		F & E
RVR (MIDPOINT) ON NEW RW 10R	NEW		F & E
RVR (ROLLOUT) ON NEW RW 10R	NEW		F & E
CAT I ILS ON NEW RW 28L	NEW	IMPROVE IFR CAPACITY, ESTABLISH PARALLEL ILS CAPABILITY	F & E
MALSR ON NEW RW 28L	NEW		F & E
CLL ON RW 15R (FUNDED)	NEW	REDUCE TAKEOFF MINIMUMS	AIP
CAT III ILS ON RW 15R	NEW	IMPROVE SCHEDULE RELIABILITY, REDUCE LANDING MINIMUMS	F & E
ALSF-2 ON RW 15R	NEW	REDUCE LANDING MINIMUMS	F & E
PAPI ON RW 15R	NEW	IMPROVE VERTICAL GUIDANCE IN VMC	F & E
RVR (MIDPOINT) ON RW 15R	NEW	REDUCE TAKEOFF AND LANDING MINIMUMS	F & E
RVR (ROLLOUT) ON RW 15R	NEW	REDUCE TAKEOFF AND LANDING MINIMUMS	F & E
NEW FILLETS ON BOTH SIDES OF TW E AT INTERSECTION WITH RW 15R/33L	NEW	REDUCE RW OCCUPANCY TIME FOR AIRCRAFT LANDING RW 15R	AIP
UPGRADE RVR'S -FUNDED- ON RW 10 TO	NEW/REPL	REQD TO SUPPORT CAT IIIb OPERATIONS	F & E

I-18

		READ VALUES BELOW RVR 600				
		NEW ANGLED EXIT OFF RW 15R/33L BETWEEN RW 4/22 AND TW T	NEW	REDUCE RW OCCUPANCY TIME FOR AIRCRAFT LANDING RW 15R		AIP
		CONSTRUCT ANGLED EXIT TO RW 28 HOLD PAD AT APPROX 8200' FROM RW 10 THRESHOLD	NEW	REDUCE RW OCCUPANCY TIME FOR AIRCRAFT LANDING RW 10		AIP
		RELOCATE GS ON RW 15R	NEW/REPL	ENHANCE CAPACITY AND ELIMINATE GLIDE SLOPE CRITICAL AREA ON TW O		F & E
		DME COLOCATED WITH ILS ON RW 10	NEW	ENHANCES APPROACH INFORMATION		F & E
		DME COLOCATED WITH ILS ON RW 15R	NEW	IMPROVE INSTR. APPR. INFORMATION		F & E
		ASDE-III (FUNDED)	NEW	IMPROVE CONTROL AND FLOW OF GROUND TRAFFIC DURING LOW IFR OPERATIONS		F & E
		TW CL LIGHTING AND STOP BARS	NEW	SUPPORT CAT IIIb OPERATIONS BELOW RVR 600		AIP
ME	BANGOR INTERNATIONAL (BGR) BGR W.G. WALLING (DL)	DME COLOCATED WITH ILS ON RW 33	NEW	IMPROVE INSTR APPR INFORMATION	JAN 1990	F & E
		DME COLOCATED WITH ILS ON RW 15	NEW	IMPROVE INSTR APPR INFORMATION		F & E
	PORTLAND INTERNATIONAL (PWM) PWM W.G. WALLING (DL)	CAT II ILS ON RW 11	NEW	INCREASE SCHEDULE RELIABILITY REDUCE LANDING & TAKEOFF MINIMUMS	JAN 1990	F & E
		CLL ON RW 11/29	NEW	INCREASE SCHEDULE RELIABILITY REDUCE LANDING & TAKEOFF MINIMUMS		F & E

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		TDZ LIGHTS ON RW 11	NEW	INCREASE SCHEDULE RELIABILITY		AIP
				REDUCE LANDING & TAKEOFF MINIMUMS		
		ALSF-2 ON RW 11	NEW	INCREASE SCHEDULE RELIABILITY		F & E
		GROOVE RW 18/36	NEW	IMPROVE FRICTION WHEN WET		AIP
MS	THOMPSON FIELD (JAN)	REIL ON RW 15R (FUNDED)	NEW	ENHANCE SAFETY	JAN 1990	F & E
	JAN					
	D. JANKOWSKI					
NC	ASHEVILLE REGIONAL (AVL)	RVR ON RW 16	NEW	RW SERVED BY ILS & MALSR. HIGH	JAN 1990	F & E
	AVL			INCIDENCE OF FOG. WITH RVR'S		
	G.A. WHEELER (PI)			OPERATIONS WILL BE ENHANCED AS		
				MINIMA WILL NOT BE PREDICATED ON		
				METEOROLOGICAL VISIBILITY		
		RVR ON RW 34 (FUNDED)	NEW	RW SERVED BY ILS & SSALR. HIGH		F & E
				INCIDENCE OF FOG. WITH RVR'S		
				OPERATIONS WILL BE ENHANCED AS		
				MINIMA WILL NOT BE PREDICATED ON		
				METEOROLOGICAL VISIBILITY		
	CHARLOTTE - DOUGLAS INT'L (CLT)	DUAL TW SYSTEM W/ BYPASS FROM TW C7	NEW	IMPROVE GROUND MOVEMENT		AIP
	CLT	TO RW 18L THRESHOLD				
	R.P. KETCHAM (PI)					
		RELOCATE TL D FROM TW R TO RW 18L	NEW	ACCOMMODATE RW 18L GS INSTALLATION		AIP
		THRESHOLD		ON E SIDE OF RW		
		EXTEND RW 18L/36R 1000' TO THE SOUTH	NEW	INCREASE CAPACITY		AIP
		RVR (MIDPOINT) ON RW 18L (FUNDED)	NEW	RW HAS CLL-THIS RVR WITH TOUCHDOWN		F & E
				RVR'S REQUESTED FOR RW'S 36R & 18L		
				WILL PROVIDE LOWER TAKEOFF MINIMA		

I-20

	RVR (TOUCHDOWN) ON RW 18L	NEW	PROVIDE LOWER LANDING MINIMA-RW HAS CLL & TDZ, ILS & MALSR INSTALLED		F & E
	RVR (TOUCHDOWN) ON RW 36R	NEW	PROVIDE LOWER LANDING MINIMA-RW HAS CLL & TDZ, ILS & MALSR INSTALLED		F & E
	ASDE		ENHANCE GROUND MOVEMENT DURING LOW VISIBILITY CONDITIONS		F & E
	CAT IIIb ILS UPGRADE ON RW 36L	NEW/REPL	REQD FOR CAT IIIb MINIMA		F & E
	UPGRADE RVR'S ON RW 36L (FUNDED)	NEW/REPL	REQD FOR CAT IIIb MINIMA		F & E
	MALSR ON RW 18L	NEW	PROVIDE LOWER LANDING MINIMA. WILL ENHANCE CAPACITY BY PROVIDING SIMULTANEOUS PARALLEL APPROACH CAPABILITY		F & E
	CAT I ILS ON RW 18L	NEW	REQUIRED FOR SIMULTANEOUS IFR PARALLEL APPROACHES	JAN 1990	F & E
FAYETTESVILLE MUNICIPAL (FAY) FAY J.J. BARNACK	CAT I ILS ON RW 22	NEW	LOWER LANDING MINIMA	JAN 1990	F & E
	MALSR ON RW 22	NEW	LOWER LANDING MINIMA		F & E
	RVR ON RW 22	NEW	OBTAIN RVR MINIMA		F & E
PIEDMONT TRIAD INT'L (GSO) GSO R.P. KETCHAM (PI)	RVR (MIDPOINT) ON RW 23 (FUNDED)	NEW	TO OBTAIN CAT III MINIMA, RW HAS CLL & TDZ	JAN 1990	F & E

I-21

	RVR (ROLLOUT) ON RW 23 (FUNDED)	NEW	TO OBTAIN CAT III MINIMA, RW HAS CLL & TDZ		F & E
	CAT III ILS UPGRADE ON RW 23 (FUNDED)	NEW/REPL	TO OBTAIN CAT III MINIMA, RW HAS CLL & TDZ		F & E
	ALSF-2 ON RW 23 (FUNDED)	NEW	TO OBTAIN CAT III MINIMA, RW HAS CLL & TDZ		F & E
ALBERT J. ELLIS AIRPORT (OAJ) OAJ J.J. BARNACK	CAT I ILS ON RW 23	NEW	ONLY IFR APPROACH IS CIRCLING-WILL PROVIDE STRAIGHT IN LANDING MINIMA	JAN 1990	F & E
	MALSR ON RW 23	NEW	PROVIDE STRAIGHT IN LANDING MINIMA		F & E
	CONTROL TOWER	NEW	ENHANCE SAFETY-AIR CARRIER JETS SERVING AN UNCONTROLLED AIRPORT		F & E
EASTERN REGIONAL AT STALLINGS (ISO) ISO J.J. BARNACK	RVR ON RW 5	NEW	OBTAIN RVR MINIMA	JAN 1990	F & E
	CAT I ILS ON RW 23	NEW	OBTAIN LOWER LANDING MINIMA		F & E
	MALSR ON RW 23	NEW	OBTAIN LOWER LANDING MINIMA		F & E
	RVR ON RW 23	NEW	OBTAIN RVR MINIMA		F & E
RALEIGH-DURHAM AIRPORT (RDU) RDU J.J. BARNACK	HOLD PADS ON ALL DEPARTURE RW ENDS WHERE PRACTICAL	NEW	PROVIDE BYPASS CAPABILITY IN ORDER TO SEQUENCE DEPARTURE AIRCRAFT AS REQD BY FLOW CONTROL	JAN 1990	AIP
	RELOCATE RW 5R/23L TO THE SE IF FOUND COST/BENEFICIAL	NEW/REPL	ENHANCE AIRFIELD CAPACITY BY PROVIDING SIMULTANEOUS APPROACHES. ALSO PROVIDES BYPASS TAXIING CAPABILITY AROUND EAST SIDE OF TERMINAL APRON.	—	AIP

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	UPGRADE RVR'S ON RW 5R/23L (FUNDED)	NEW/REPL	OBTAIN CAT IIIb MINIMA		F & E
	CAT III ILS ON RW 5R	NEW	OBTAIN CAT IIIb MINIMA		F & E
	CAT III ILS ON RW 23L	NEW	OBTAIN CAT IIIb MINIMA		F & E
	ALSF-2 ON RW 5R	NEW	OBTAIN CAT IIIb MINIMA		F & E
	ALSF-2 ON RW 23L	NEW	OBTAIN CAT IIIb MINIMA		F & E
	CAT IIIb ILS UPGRADE ON RW 23R	NEW	OBTAIN CAT IIIb MINIMA		F & E
	CAT III ILS UPGRADE ON RW 5L	NEW	OBTAIN CAT IIIb MINIMA		F & E
	UPGRADE RVR'S ON RW 5L/23R (FUNDED)	NEW/REPL	OBTAIN CAT IIIb MINIMA		F & E
	ALSF-2 ON RW 5L	NEW	OBTAIN CAT IIIb MINIMA		F & E
	ASDE	NEW	ENHANCE GROUND MOVEMENT OF AIRCRAFT		F & E
NEW HANOVER COUNTY (ILM) ILM J.J. BARNACK	CAT I ILS ON RW 5	NEW	BAD WEATHER IS PRIMARILY WITH NE WIND - WILL PROVIDE LOWER LANDING MINIMA	JAN 1990	F & E
	MALSR ON RW 5	NEW	PROVIDE LOWER LANDING MINIMA		F & E

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		RVR ON RW 5	NEW	OBTAIN RVR MINIMA		F & E
		REIL ON RW 23 (FUNDED)	NEW	ENHANCE SAFETY		F & E
NH	MANCHESTER-GREINER IND (MHT) MHT J. SORENSEN (UA)	REMOVAL OF OBSTACLES (TREES) PENETRATING APPROACH TO RW 35		OBTAIN FULL CAT I MINIMUMS; INCREASE SCHEDULE RELIABILITY. UNDERWAY BY AIRPORT SPONSOR	JAN 1990	AIP
		CAT I ILS ON RW 17	NEW			F & E
		MALSR ON RW 17	NEW			F & E
		CLL ON RW 17/35	NEW	REDUCE TAKEOFF MINIMUMS		AIP
		RVR (TOUCHDOWN) ON RW 17/35	NEW	PROVIDE RVR TAKEOFF & LANDING MINIMUMS		F & E
		RVR (MIDPOINT) ON RW 17/35	NEW	PROVIDE RVR TAKEOFF & LANDING MINIMUMS		F & E
		RVR (ROLLOUT) ON RW 17/35	NEW	PROVIDE RVR TAKEOFF & LANDING MINIMUMS		F & E
		CONSTRUCT AIR CARRIER TW TO AER 6	NEW			AIP
		PROVIDE RIGHT-ANGLE ENTRY TW'S AT AER 17 AND AER 35	NEW			AIP
		FILLETS AT INTERSECTIONS OF: RW 17 AND TW E RW 17 AND RW 6 RW 35 AND TW B	NEW	IMPROVE RW TURNOFFS TO REDUCE RUNWAY OCCUPANCY TIME		AIP
		EXTEND TW A TO AER 17, STRAIGHTEN	NEW			AIP

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		TW A SOUTH OF TW E				
NJ	NEWARK INTERNATIONAL (EWR) EWR H. ELMORE (CO)	CAT II OR III ILS UPGRADE ON RW 4L	NEW/REPL	BACKUP CAT II SYSTEM	JAN 1990	F & E
		ALSF-2 ON RW 4L	NEW	BACKUP CAT II SYSTEM		F & E
		DME/ILS ON RW 4L	NEW			F & E
		CAT I ILS ON RW 22R (FUNDED)	NEW	BACKUP ILS, IMPORTANT WHEN PARALLEL RUNWAY CLOSED FOR MAINTENANCE		F & E
		MALSR ON RW 22R (FUNDED)	NEW	REDUCE LANDING MINIMUMS		F & E
		EXTEND RW 11/29 600' TO 7400' LENGTH	NEW	REQUIRED TO INCREASE RUNWAY USE BY AIR CARRIER AIRCRAFT		AIP
		CAT I ILS ON RW 11 (FUNDED)	NEW	PROVIDE PRECISION APPROACH CAPABILITY AND INCREASE AIRPORT CAPACITY		F & E
		MALSR ON RW 11	NEW	REDUCE LANDING MINIMUMS		F & E
		REIL ON RW 11	NEW	ENHANCE RW VISIBILITY DURING REDUCED VISIBILITY CONDITIONS		F & E
		RVR (TOUCHDOWN) ON RW 11	NEW			F & E
		EXTEND TW Z TO APPROACH END OF RW29, WITH HOLD PAD FOR DEPARTURES	NEW	PERMITS INDEPENDENT DEPARTURE QUEUE FOR RW 29 WHICH DOES NOT CONFLICT WITH RW 4R/22L OPERATIONS		AIP
		VOR (ON-AIRPORT)	NEW	ENHANCE TCA OPERATIONS AND PROVIDE APPROACH CAPABILITY		F & E

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NY	ALBANY COUNTY (ALB) ALB C.C LOWE (AA)	IMPROVE OBSTRUCTION CLEARANCE AER 01 AND AER 19 TO OBTAIN FULL CAT I ILS MINIMUMS		REDUCE LANDING MINIMUMS	JAN 1990	AIP
		CAT II ILS UPGRADE ON RW 19	NEW/REPL	REDUCE LANDING MINIMUMS		F & E
		ALSF-2 ON RW 19	NEW	REDUCE LANDING MINIMUMS		F & E
		RVR (ROLLOUT) ON RW 19	NEW	REDUCE TAKEOFF AND LANDING MINIMUMS HIGH PRIORITY TO PERMIT RVR 600 TAKEOFFS AND SUPPORT CAT II OPERATIONS		F & E
		PAPI ON RW 10	NEW	PROVIDE VERTICAL GUIDANCE		F & E
		TDZ LIGHTS ON RW 19	NEW			AIP
	BROOME COUNTY (BGM) BGM R.A. WILLIAMS (US)	RVR (TOUCHDOWN) ON RW 16	NEW	PROVIDE RVR MINIMUMS	JAN 1990	F & E
	GREATER BUFFALO INT'L (BUF) BUF R.A. WILLIAMS (US)	CAT II ILS UPGRADE ON RW 23	NEW/REPL	REDUCE LANDING MINIMUMS	JAN 1990	F & E
		EXTEND RW 14/32 700 FEET	NEW	IMPROVE CROSSWIND RUNWAY CAPABILITY		AIP
		GROOVE FULL LENGTH AND WIDTH OF RW 14/32		IMPROVE BRAKING ACTON, PARTICULARLY WHEN WET		AIP
		REIL ON RW 14	NEW	ENHANCE RW VISIBILITY		F & E
		VOR (ON-AIRPORT)	NEW	PROVIDES APPROACH CAPABILITY		F & E
	LONG ISLAND MACARTHUR (ISP)	RVR (TOUCHDOWN) ON RW 6	NEW	PROVIDE RVR MINIMUMS FOR TAKEOFF &	JAN 1990	F & E

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ISP			LANDING		
M.V. VITA (US)					
	RVR (ROLLOUT) ON RW 6	NEW	PROVIDE RVR MINIMUMS FOR TAKEOFF & LANDING		F & E
	CAT I ILS ON RW 15R	NEW	PROVIDE PREC APPR MINIMUMS		F & E
	MALSR ON RW 15R	NEW	REDUCE LANDING MINIMUMS		F & E
	RVR (TOUCHDOWN) ON RW 15R	NEW	PROVIDE RVR MINIMUMS FOR TAKEOFF AND LANDING		F & E
	RVR (ROLLOUT) ON RW 15R	NEW	PROVIDE RVR MINIMUMS FOR TAKEOFF AND LANDING		F & E
	PAPI ON RW 15R	NEW	PROVIDE VERTICAL GUIDANCE		F & E
	REIL ON RW 15R	NEW	ENHANCE RW VISIBILITY (INTERIM MEASURE IN LIEU OF MALSR)		F & E
	CLL ON RW 6/24	NEW			AIP
	EXTEND RW 6/24 1000 FEET TO THE SOUTHWEST		IMPROVE PAYLOAD CAPABILITY AND ENHANCE SAFETY AND NOISE ABATEMENT		AIP
TOMPKINS COUNTY (ITH)	REIL ON RW 14	NEW	ENHANCE RW VISIBILITY	JAN 1990	F & E
ITH					
R.A. WILLIAMS (US)	REIL ON RW 32	NEW	ENHANCE RW VISIBILITY		F & E

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	AWOS III	NEW	IMPROVE METEOROLOGICAL OBSERVATIONS		
JOHN F. KENNEDY INT'L (JFK) JFK P.J. LOUGHLIN (EA)	IMPROVE RW 4R/22L SAFETY AREA AT AER 22L	NEW		JAN 1990	AIP
	RELOCATE GS TO PERMIT STAGGERED ILS APPROACHES AND ALLOWING FULL LENGTH TAKEOFFS ON RW 4L (END-FIRE)	NEW	INCREASE CAPACITY		F & E
	EXTEND RW 4R/22L 450' & ASSOCIATED TW'S 450' SW AND 225' NE TO 9075' LENGTH, ON AIRPORT PROPERTY	NEW	INCREASE CAPACITY		AIP
	CAT II ILS UPGRADE ON RW 4L	NEW/REPL	INCREASE CAPACITY & REDUCE LANDING MINIMUMS		F & E
	ALSF-2 ON RW 4L	NEW	REDUCE LANDING MINIMUMS		F & E
	TDZ LIGHTS ON RW 4L	NEW	REDUCE LANDING MINIMUMS		AIP
	ALSF-2 ON RW 22L	NEW	REDUCE LANDING MINIMUMS		F & E
	REEVALUATE DISPLACED THRESHOLD ON RW 22R		INCREASED RW LENGTH FOR LANDING & FOR HOLD SHORT OPERATIONS		
	CAT II ILS UPGRADE ON RW 13L	NEW/REPL	REDUCE LANDING MINIMUMS		F & E
	TDZ LIGHTS ON RW 31R	NEW	REDUCE LANDING MINIMUMS		AIP
	CAT I ILS ON RW 13R	NEW	PROVIDE PREC APPR MINIMUMS		F & E

	ILS/DME ON RW 31L	NEW			F & E
	TDZ LIGHTS ON RW 31L	NEW	REDUCE LANDING MINIMUMS		AIP
	MALSR ON RW 31L	NEW	REDUCE LANDING MINIMUMS		F & E
	EXPLORE DESIRIBILTY AND FEASIBILITY OF EXTENDING RW 14/32 TO 5000'		INCREASE CAPACITY		
	EXPLORE VALUE OF CONSTRUCTING NEW 5000' RW PARALLEL TO AND EAST OF NE END OF RW 4R/22L		INCREASE CAPACITY		AIP
LAGUARDIA INT'L (LGA) LGA	CAT II ILS UPGRADE ON RW 22	NEW	REDUCE LANDING MINIMUMS; IMPROVE AIRLINE SCHEDULE RELIABILITY	JAN 1990	F & E
	EXTEND ALS TO 3000' ON RW 4	NEW	INSURE PILOT ACQUISITION OF APPROAC LIGHTS AT DECISION HEIGHT		F & E
	VASI ON RW 4	NEW			F & E
	RELOCATE DIKE & EXTEND RW 13 SAFETY AREA SE		ENVIRONMENTAL IMPACT STUDY IN PROGRESS		AIP
	RELOCATE RW 13 LOC ON C/L		PENDING WORK ON ABOVE ITEM		F & E
	CAT II ILS UPGRADE ON RW 13	NEW/REPL	REDUCE LANDING MINIMUMS		F & E
	TDZ LIGHTS ON RW 13	NEW	REDUCE LANDING MINIMUMS		AIP
	ALSF-2 ON RW 13	NEW	REDUCE LANDING MINIMUMS		F & E
	UPGRADE RVR ON RW 13		REDUCE LANDING MINIMUMS		F & E

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ELMIRA AIRPORT (ELM) ELM	MALSR ON RW 31	NEW	REDUCE LANDING MINIMUMS		F & E
	GS ON RW 31	NEW	REDUCE LANDING MINIMUMS		F & E
	REIL ON RW 10	NEW	ENHANCE RW VISIBILITY	JAN 1990	F & E
	PAPI ON RW 10	NEW	PROVIDE VERTICAL GUIDANCE		F & E
	REIL ON RW 28	NEW	ENHANCE RW VISIBILITY		F & E
	CLL ON RW 6	NEW	IMPROVE TAKEOFF MINIMUMS		AIP
	RVR (TOUCHDOWN) ON RW 6	NEW	PROVIDE RVR MINIMUMS		F & E
ROCHESTER - MONROE COUNTY (ROC) ROC R.A. WILLIAMS (US)	EXTEND RW 10/28 WEST 350' AND EAST 300' & STRENGTHEN RW	NEW	INCREASE UTILITY OF RW	JAN 1990	AIP
	EXTEND TW C EAST AND WEST TO EXTENDED RW 10 AND RW 28 THRESHOLDS	NEW	REDUCE RW OCCUPANCY TIMES		AIP
	EXTEND TW B (PARALLEL TO RW 10/28) WEST FROM TW D TO RW 4/22 WITH HIGH SPEED FILLET FOR RW 4 EXIT	NEW	IMPROVE TAXI FLOWS		AIP
SYRACUSE HANCOCK INT'L (SYR) SYR	GROOVE FULL LENGTH & WIDTH OF RW 14/32	NEW	IMPROVE BRAKING ACTION	JAN 1990	AIP
	PROVIDE DUAL ACCESS TO RW'S 14, 10, 28	NEW	INCREASE CAPACITY		AIP

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	CAT I ILS ON RW 14	NEW	PROVIDE PRECISION APPROACH CAPABILITY		F & E
	RVR (TOUCHDOWN) ON RW 14	NEW	REDUCE LANDING & TAKEOFF MINIMUMS		F & E
	CLL ON RW 14/32	NEW	INCREASE SCHEDULE RELIABILITY REDUCE LANDING & TAKEOFF MINIMUMS		AIP
	RAIL ON RW 14	NEW	REDUCE LANDING MINIMUMS		F & E
	CAT I ILS ON RW 32	NEW	PROVIDE PRECISION APPROACH CAPABILITY		F & E
	VASI ON RW 32	NEW	PROVIDE VISUAL VERTICAL GUIDANCE		F & E
	REIL ON RW 32	NEW	ENHANCE RW VISIBILITY		F & E
	MALSR ON RW 32	NEW	REDUCE LANDING MINIMUMS		F & E
	PAPI ON RW 32	NEW			F & E
WESTCHESTER COUNTY (HPN) HPN N.A. MATTHEWS (UA)	REIL/MALSR ON RW 34	NEW	ENHANCE RW VISIBILITY	JAN 1990	F & E
	NDB ON RW 34	NEW			F & E
	MALSR ON RW 34	NEW			F & E

I-31

PA	ALLENTOWN-BETHLEHEM-EASTON (ABE) ABE M.A. MATTHEWS (UA)	CLL ON RW 6	NEW	REDUCE TAKEOFF MINIMUMS	JAN 1990	AIP
		TDZ LIGHTS ON RW 6	NEW	REDUCE LANDING MINIMUMS		AIP
		CAT II ILS UPGRADE ON RW 6	NEW	REDUCE LANDING MINIMUMS		F & E
		ALSF-2 ON RW 6	NEW	REDUCE LANDING MINIMUMS		F & E
		RVR (MIDPOINT) ON RW 6	NEW	REDUCE TAKEOFF MINIMUMS; SUPPORT CAT II OPERATIONS		F & E
		RVR (ROLLOUT) ON RW 6	NEW	REDUCE TAKEOFF MINIMUMS; SUPPORT CAT II OPERATIONS		F & E
		CAT I ILS ON RW 24	NEW	PROVIDE PRECISION APPROACH CAPABILITY TO AIR CARRIER RW		F & E
		MALSR ON RW 24	NEW			F & E
	ERIE INTERNATIONAL (ERI) ERI R.A. WILLIAMS (US)	RVR (TOUCHDOWN) ON RW 24	NEW	REDUCE TAKEOFF MINIMUMS		F & E
		CLL ON RW 6	NEW	REDUCE TAKEOFF MINIMUMS		AIP
		IMPROVE OBSTRUCTION CLEARANCE TO RW 6/24 TO OBTAIN LOWEST MINIMA	NEW	REDUCE LANDING MINIMUMS		AIP
		DEVELOP MOST FEASIBLE CROSSWIND RW CAPABILITY IN VIEW OF POOR PRIMARY RW ORIENTATION FOR STRONG SEASONAL NW WINDS	NEW			AIP

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HARRISBURG INTERNATIONAL (MDT) MDT M.V. VITA (US)	NEW ANGLED RW EXITS 6000'FROM EACH END OF RW 13/31	NEW	REDUCE RW OCCUPANCY TIMES	JAN 1990	AIP
	CLL ON RW 13/31	NEW	REDUCE TAKEOFF MINIMUMS		AIP
	DME COLOCATED WITH ILS ON RW 13/31	NEW			F & E
	IMPROVE OBSTRUCTION CLEARANCE TO RW 13	NEW	REDUCE LANDING MINIMUMS		AIP
	RVR (ROLLOUT) ON RW 13	NEW	REDUCE TAKEOFF MINIMUMS		F & E
	RVR (MIDPOINT) ON RW 13	NEW	REDUCE TAKEOFF MINIMUMS		F & E
	EXTEND TW A FROM TW C TO TW E FOR FULL LENGTH PARALLEL TW	NEW			AIP
PHILADELPHIA INTERNATIONAL (PHL) PHL N. PORTZ (US)	LDA (OFFSET) TO RW 27L	NEW	INCREASE CAPACITY, SIMULTANEOUS APPROACH CAPABILITY	JAN 1990	F & E
	PAPI ON RW 27L	NEW	PROVIDE VISUAL VERTICAL GUIDANCE		F & E
	CAT I ILS ON RW 9L (FUNDED)	NEW	PROVIDE PRECISION INSTRUMENT APPROACH CAPABILITY		F & E
	MALSR ON RW 9L (FUNDED)	NEW	WITH ILS & RVR, REDUCE LANDING MINIMUMS		F & E
	RVR (TOUCHDOWN) ON RW 9L	NEW	WITH ILS & MALSR, REDUCE LANDING MINIMUMS		F & E
	RVR (MIDPOINT) ON RW 9L	NEW	WITH ILS & MALSR, REDUCE LANDING		F & E

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		MINIMUMS	
PAPI ON RW 27R	NEW	PROVIDE VISUAL VERTICAL GUIDANCE	F & E
CONSTRUCT NEW TW B CONNECTING TW JJ AND RW 9L/27R	NEW	IMPROVE TW FLOWS AND PROVIDE ADDITIONAL STAGING	AIP
BYPASS TW PP FROM AER 27L	NEW	IMPROVE TW FLOWS AND PROVIDE ADDITIONAL STAGING	AIP
ANGLED EXIT ON RW 9R BETWEEN TWS GG AND C	NEW	REDUCE RUNWAY OCCUPANCY TIME	AIP
CONSTRUCT FILLETS AT TW'S EE AND DD FOR LANDING RW 27L	NEW	REDUCE RW OCCUPANCY TIME	AIP
CONSTRUCT BYPASS TW TT 500' FROM AER 27R	NEW	PROVIDE ADDITIONAL STAGING CAPABILITY	AIP
EXTEND TW NN TO RW 9L	NEW	IMPROVE TAXI FLOWS, PROVIDE ADDITIONAL STAGING	AIP
EXTEND TW F TO AER 35	NEW	IMPROVE TAXI FLOWS, PROVIDE ADDITIONAL STAGING	AIP
EXTEND TW AA TO AER 27R	NEW	IMPROVE TAXI FLOWS, PROVIDE ADDITIONAL STAGING	AIP
BYPASS TW KK 500' FROM AER 9R	NEW	IMPROVE TAXI FLOWS, PROVIDE ADDITIONAL STAGING	AIP
EXTEND TW A TO TW FF	NEW	PROVIDE ADDITIONAL STAGING	AIP
EXTEND TW JJ TO TW C	NEW	IMPROVE TAXI FLOWS AND PROVIDE	AIP

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				ADDITIONAL STAGING		
		VOR (ON-AIRPORT) INSTALLATION	NEW/REPL	IMPROVE TCA OPERATIONS AND PROVIDE BACKUP INSTRUMENT APPROACH CAPABILI		F & E
	GREATER PITTSBURGH INT'L (PIT) PIT M.W. VITA (US)	CAT II/III ILS UPGRADE ON RW 10R	NEW	WITH ALSF-2 WILL REDUCE LANDING MINIMUMS	JAN 1990	F & E
		ALSF-2 ON RW 10R	NEW	WITH ILS WILL REDUCE LANDING MINIMUMS		F & E
		PAPI ON RW 10C	NEW	PROVIDE VERTICAL GUIDANCE		F & E
		PAPI ON RW 10L	NEW	PROVIDE VERTICAL GUIDANCE		F & E
		PAPI ON RW 28C	NEW	PROVIDE VERTICAL GUIDANCE		F & E
		IMPROVE TERRAIN GRADIENT OUTSIDE THE RW 10L IM TO PERMIT USE OF RADAR ALTIMETER ON CAT II APPROACHES	NEW			AIP
		CAT I ILS ON RW 10C	NEW	WITH MALSR, REDUCE LANDING MINIMUMS		F & E
		MALSR ON RW 10C	NEW	WITH ILS, REDUCE LANDING MINIMUMS		F & E
		CAT I ILS ON RW 28C	NEW	WITH MALSR, REDUCE LANDING MINIMUMS		F & E
		MALSR ON RW 28C	NEW	WITH ILS, REDUCE LANDING MINIMUMS		F & E
		PAPI ON RW 28R	NEW	PROVIDE VERTICAL GUIDANCE		F & E
		IMPROVE TWS V AND N EXITS				AIP

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		RVR (ROLLOUT) ON RW 14	NEW	PROVIDE RVR MINIMUMS		F & E
		RVR (TOUCHDOWN) ON RW 14	NEW	PROVIDE RVR MINIMUMS		F & E
	WILKES-BARRE SCRANTON INT'L (AVP) AVP M.W. VITA (US)	PAPI ON RW 4	NEW	PROVIDE VERTICAL GUIDANCE	JAN 1990	F & E
		RVR (TOUCHDOWN) ON RW 4	NEW	REDUCE LANDING MINIMUMS		F & E
		RVR (ROLLOUT) ON RW 4	NEW			F & E
		RELOCATE RW 4 LOC ON C/L		REQUIRED FOR LOWEST ILS LANDING MINIMUMS		F & E
		RELOCATE RW 22 LOC ON C/L		REQUIRED FOR LOWEST ILS LANDING MINIMUMS		F & E
PR	LUIS MUNOZ MARIN INT'L (SJU) SJU G. LYALL (EA)	DUAL TW CAPABILITY ON N/S TW	NEW	ENHANCE TAXI FLOW	JAN 1990	AIP
		LOC ON RW 26	NEW	OBTAIN LOWER LANDING MINIMA		F & E
		DME ON LOC ON RW 26	NEW	OBTAIN LOWER LANDING MINIMA ON PRIMARY LANDING RW WHEN AIRPORT OPERATES IN A WESTERLY FLOW. NOISE MITIGITATION EFFORTS RESTRICT LANDINGS ON RW 25		F & E
		CONTROL TOWER	NEW/REPL	EXISTING TOWER HAS LINE OF SIGHT PROBLEM AND NEEDS REFURBISHING. GROWING HUB ACTIVITY AT SJU		F & E
		PAVE 2 GRASS ISLANDS ON N APRON ADJACENT TO TW'S N AND O	NEW	IMPROVE TAXI FLOW ON NORTH APRON		AIP

SC	CHARLESTON AFB - INT'L (CHS) CHS L.G. BERNIER (DL)	IMPROVE TW SYSTEM BETWEEN NEW TERMINAL AND RW 15 THRESHOLD	NEW	ELIMINATE MULTIPLE RW CROSSINGS	JAN 1990	AIP
	COLUMBIA METROPOLITAN (CAE) CAE L.G. BERNIER (DL)	CAT I ILS ON RW 5	NEW	RW BEING EXTENDED TO ACCOMMODATE AIR CARRIER OPERATIONS		F & E
		MALSR ON RW 5	NEW	RW BEING EXTENDED TO ACCOMMODATE AIR CARRIER OPERATIONS		F & E
		RVR ON RW 5	NEW	RW BEING EXTENDED TO ACCOMMODATE AIR CARRIER OPERATIONS		F & E
		RVR (MIDPOINT) ON RW 11/29 (FUNDED)	NEW	CAT II RW		F & E
	GREENVILLE-SPARTANBURG GSP S. KAMINITSKY (EA)	ALSF-2 AND ENG/GEN ON RW 3 (UPGRADE FROM ALSF-1)	NEW/REPL	CAT II MINIMA AUTHORIZATION BEING HELD UP DUE TO EXISTING ALSF-1. ALL OTHER REQD COMPONENTS FOR CAT II ARE IN PLACE. ENG/GEN REQD FOR OPERATION OF ALSF-2	JAN 1990	F & E
	MYRTLE BEACH AFB-CIVIL JETPORT(MYR) MYR J.J. BARNACK	EXTEND PARALLEL TW NORTH TO RW 17 THRESHOLD	NEW	ENHANCE SAFETY & REDUCE DELAYS		AIP
		EXTEND PARALLEL TW SOUTH TO RW 35 THRESHOLD	NEW	ENHANCE SAFETY & REDUCE DELAYS		AIP
TN	TRI-CITY REGIONAL (TRI) TRI	MALSR ON RW 5	NEW	OBTAIN LOWER LANDING MINIMA	JAN 1990	F & E
	G.A. WHEELER (PI)	DME ON LOC ON RW 23	NEW	ENHANCE PREC APPR PROCEDURE		F & E
	LOVELL FIELD, CHATTANOOGA TN (CHA)	NDB RW 02	NEW	TO SERVE AS LOM RW 02		F & E

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MCGEE-TYSON (TYS) TYS A.C. MORGAN (DL)	CAT I ILS ON RW 5R	NEW	RW BEING EXTENDED TO 9000' TO ACCOMMODATE FULL RANGE OF AIR CARRIER OPERATIONS	JAN 1990	F & E
	MALSR ON RW 5R	NEW	RW BEING EXTENDED TO 9000' TO ACCOMMODATE FULL RANGE OF AIR CARRIER OPERATIONS		F & E
	RVR (TOUCHDOWN) ON RW 5R	NEW	RW BEING EXTENDED TO 9000' TO ACCOMMODATE FULL RANGE OF AIR CARRIER OPERATIONS		F & E
	CAT I ILS ON RW 23L	NEW	RW BEING EXTENDED TO 9000' TO ACCOMMODATE FULL RANGE OF AIR CARRIER OPERATIONS		F & E
	MALSR ON RW 23L	NEW	RW BEING EXTENDED TO 9000' TO ACCOMMODATE FULL RANGE OF AIR CARRIER OPERATIONS		F & E
	RVR (TOUCHDOWN) ON RW 23L	NEW	RW BEING EXTENDED TO 9000' TO ACCOMMODATE FULL RANGE OF AIR CARRIER OPERATIONS		F & E
MEMPHIS INT'L (MEM) MEM D.R. HINDES (NW)	HOLD PADS ON ALL DEPARTURE RW'S WHERE PRACTICAL	NEW	BYPASS CAPABILITY IN ORDER TO SEQUENCE DEPARTURE AIRCRAFT AS REQD BY FLOW CONTROL	JAN 1990	AIP
	RVR (TOUCHDOWN) ON RW 27 (FUNDED)	NEW	OBTAIN RVR MINIMA		F & E
	CAT III ILS ON RW 36R (FUNDED)	NEW			AIP
	CAT IIIb ILS UPGRADE ON RW 36L	NEW/REPL	UPGRADE TO CAT IIIb CAPABILITY		F & E

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	UPGRADE RVR'S ON RW 36L (FUNDED)	NEW/REPL	UPGRADE TO CAT IIIb CAPABILITY		F & E
	WIDEN FILLET ON RW 18R AT TW LL, BOTH SIDES	NEW	REDUCE RW OCCUPANCY TIME		AIP
	WIDEN FILLET ON RW 36L AT TW GG, BOTH SIDES	NEW	REDUCE OCCUPANCY TIME		AIP
	EXTEND RW 18L/36R TO 12,000'	NEW	PROVIDE FUTURE LONG HAUL CAPABILITY		AIP
	NEW N/S RW 9300' x 150'	NEW	ENHANCE AIRFIELD CAPACITY		AIP
	ASDE (FUNDED)	NEW	ENHANCE MOVEMENT OF GROUND TRAFFIC DURING PERIODS OF LOW VISIBILITY		F & E
NASHVILLE METROPOLITAN (BNA) BNA A.J. ALLISON (AA)	BYPASS TW CAPABILITY AROUND NEW TERMINAL APRON EDGE	NEW	IMPROVE GROUND FLOW AROUND NEW TERMINAL APRON	JAN 1990	AIP
	TW ACCESS FROM NW APRON OF NEW TERMINAL TO NEW RW 20 THRESHOLD	NEW	IMPROVE GROUND FLOW AND REDUCE CONGESTION AROUND TW L AND RW 31 THRESHOLD		AIP
	EXTEND RW 13/31 500' TO 900' LENGTH	NEW	NECESSARY FOR LONG HAUL OPERATIONS		AIP
	CAT IIIb ILS UPGRADE ON RW 2L	NEW/REPL	UPGRADE OF ILS & RVR REQD TO OBTAIN CAT IIIb MINIMA		F & E
	ALSF-2 ON RW 2L	NEW			F & E
	UPGRADE RVR'S ON RW 2L (FUNDED)	NEW/REPL	UPGRADE OF ILS & RVR REQD TO OBTAIN CAT IIIb MINIMA		F & E

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		RVR (TOUCHDOWN) ON RW 13	NEW			F & E
		CAT I ILS ON RW 13	NEW			F & E
		MALSR ON RW 13	NEW	OBTAIN LOWER LANDING MINIMA		F & E
VA	CHARLOTTSVILLE ALBEMARLE (CHO)	RVR ON RW 3 (FUNDED)	NEW	PROVIDE RVR MINIMUMS	JAN 1990	F & E
	CHO					
	G.A. WHEELER (PI)	TVOR	NEW	PROVIDE ADDITIONAL INSTRUMENT APPROACHES		F & E
	NORFOLK INTERNATIONAL (ORF)	PROVIDE DUAL ACCESS TO RW 5/23 AT EACH END	NEW	INCREASE CAPCITY	JAN 1990	AIP
	ORF					
	G.A. WHEELER (PI)					
		CAT II/III ILS UPGRADE ON RW 5	NEW	REDUCE LANDING MINIMUMS		F & E
		ALSF-2 ON RW 5	NEW	REDUCE LANDING MINIMUMS		F & E
		RVR (MIDPOINT) ON RW 5	NEW	REDUCE LANDING MINIMUMS		F & E
		RVR (ROLLOUT) ON RW 5	NEW	REDUCE LANDING MINIMUMS		F & E
		TDZ LIGHTS ON RW 5	NEW	REDUCE LANDING MINIMUMS		AIP
		CLL ON RW 5	NEW	IMPROVE TAKEOFF MINIMUMS AND SUPPORT CAT II OPERATIONS		F & E
		PAPI ON RW 5	NEW	PROVIDE VERTICAL GUIDANCE		F & E
		CONSTRUCT HOLD PADS OR BYPASS TW'S	NEW			AIP

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RICHMOND INT'L - BYRD FIELD (RIC)	HIRL ON RW 2	NEW	REDUCE LANDING MINIMUMS	JAN 1990	AIP
RIC					
G.A. WHEELER (PI)	CAT I ILS ON RW 02 (FUNDED)	NEW	REDUCE LANDING MINIMUMS		F & E
	MALSR ON RW 02	NEW	REDUCE LANDING MINIMUMS		F & E
	CLL ON RW 2/20	NEW	REQD FOR LOWEST TAKEOFF MINIMUMS		AIP
	RVR (TOUCHDOWN) ON RW 2	NEW	PROVIDE RVR MINIMUMS		F & E
ROANOKE REGIONAL - WOODRUM (ROA)	CLL ON RW 6/24	NEW	REQD FOR LOWEST TAKEOFF MINIMUMS	JAN 1990	AIP
ROA					
G.A. WHEELER (PI)					
	RVR (TOUCHDOWN) ON RW 24	NEW	REQD FOR LOWEST TAKEOFF MINIMUMS		F & E
	RVR (ROLLOUT) ON RW 24	NEW	REQD FOR LOWEST TAKEOFF MINIMUMS		F & E
	PAPI ON RW 24	NEW	PROVIDE VERTICAL GUIDANCE		F & E
DULLES INTERNATIONAL (IAD)	ACQUIRE LAND AND CONSTRUCT NEW N/S	NEW		JAN 1990	AIP
IAD	PARALLEL RW WITH DUAL DIRECTION CAT				
J. SORENSEN (UA)	III INSTRUMENTATION & LIGHTING				
	DIRECTION CAT III				
	BYPASS TW 500' FROM APPROACH END OF	NEW	IMPROVED FLEXIBILITY IN SEQUENCING		AIP
	ALL RW'S WITH HOLD PADS		DEPARTURE AIRCRAFT		
	CAT II/III ILS UPGRADE ON RW 19R	NEW	IMPROVE SCHEDULE RELIABILITY,		F & E
			REDUCE LANDING MINIMUMS, PERMIT		
			SIMULTANEOUS CAT II APPROACHES		
	ALSF-2 ON RW 19R	NEW	IMPROVE SCHEDULE RELIABILITY,		F & E
			REDUCE LANDING MINIMUMS, PERMIT		
			SIMULTANEOUS CAT II APPROACHES		

RVR (MIDPOINT) ON RW 19R	NEW	REDUCE TAKEOFF MINIMUMS AND SUPPORT CAT II/III APPROACHES	F & E
RVR (ROLLOUT) ON RW 19R	NEW	REDUCE TAKEOFF MINIMUMS AND SUPPORT CAT II/III APPROACHES	F & E
EXTEND PARALLEL TW E2 SOUTH TO TW E7	NEW	PROVIDE DEPARTURE ACCESS TO RW 1R	AIP
TDZ LIGHTS ON RW 1L	NEW	REDUCE LANDING MINIMUMS, PERMIT SIMULTANEOUS CAT II/III APPROACHES	AIP
ALSF-2 ON RW 01L	NEW	REDUCE LANDING MINIMUMS, PERMIT SIMULTANEOUS CAT II/III APPROACHES IMPROVE SCHEDULE RELIABILITY	F & E
CAT II/III ILS UPGRADE ON RW 01L	NEW	REDUCE LANDING MINIMUMS, PERMIT SIMULTANEOUS CAT II/III APPROACHES	F & E
EXTEND RW 12/30 500' SE WITH ACCESS TW TO HOLD PAD	NEW	ELIMINATE INTERACTION WITH RW 01L ILS, INCREASE CAPACITY	AIP
CLL ON RW 12/30	NEW	REQD FOR LOWEST TAKEOFF MINIMUMS	AIP
TDZ LIGHTS ON RW 12	NEW	REDUCE LANDING MINIMUM	AIP
DEVELOP & IMPLEMENT SIMULTANEOUS INSTRUMENT APPROACHES TO RW'S 1L AND 1R, AND 19L AND 19R	NEW	INCREASE CAPACITY IN IMC	
TW CL LIGHTS AS NEEDED FOR CAT III OPS	NEW		AIP
RVR (TOUCHDOWN) ON RW 12 (FUNDED)	NEW	REQD FOR LOWEST TAKEOFF MINIMUMS	F & E

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		RVR (MIDPOINT) ON RW 12	NEW	REQD FOR LOWEST TAKEOFF MINIMUMS		F & E
		RVR (ROLLOUT) ON RW 12	NEW	REQD FOR LOWEST TAKEOFF MINIMUMS		F & E
VI	CHARLOTTE AMALIE KING (STT) STT G. LYALL (EA)	NEW 7000' RW	NEW	ALLOW AIRPORT TO BETTER ACCOMMODATE TRAVEL NEEDS OF THE ISLAND	JAN 1990	AIP
		NEW FULL PARALLEL TW	NEW	ALLOW AIRPORT TO BETTER ACCOMMODATE TRAVEL NEEDS OF THE ISLAND		AIP
		RELOCATE TERMINAL BUILDING (FUNDED)	NEW	ALLOW AIRPORT TO BETTER ACCOMMODATE TRAVEL NEEDS OF THE ISLAND		AIP
		CAT I ILS ON RW 10 (NEW)	NEW	PROVIDE LOWER LANDING MINIMA ON PRIMARY AIR CARRIER RW PRESENTLY UNDER CONSTRUCTION		F & E
	CHRISTIANSTED HAMILTON (STX) STX G. LYALL (EA)	BRITE TUBE IN ATCT	NEW	ENHANCE MOVEMENT OF AIR TRAFFIC AND SAFETY	JAN 1990	F & E
		ASR	NEW	ENHANCE MOVEMENT OF AIR TRAFFIC AND SAFETY		F & E
VT	BURLINGTON INTERNATIONAL (BTV) BTV N.F. PORTZ (US)	CAT I ILS ON RW 33 (3.5 DEGREE GLIDE PATH)	NEW		JAN 1990	F & E
WV	YEAGER (CRW) CRW	CLL ON RW 5/23	NEW	REQD FOR LOWEST TAKEOFF MINIMUMS	JAN 1990	AIP
	J. RICHARDSON (PI)	RVR (TOUCHDOWN) ON RW 5	NEW	REQD FOR LOWEST TAKEOFF MINIMUMS		F & E
	TRI-STATE (HTS)	RVR (TOUCHDOWN) ON RW 12 (FUNDED)	NEW	PROVIDE RVR TAKEOFF & LANDING	JAN 1990	F & E

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HTS			MINIMUMS		
J. RICHARDSON (PI)					
	RVR (ROLLOUT) ON RW 12	NEW	PROVIDE RVR MINIMUMS		F & E
	MALSR ON RW 30	NEW			F & E
	WIDEN AIR CARRIER TW'S TO 75'	NEW			AIP
	TVOR-DME	NEW	PROVIDE ADDITIONAL INSTRUMENT CAPACITY		F & E
	EXTEND RW 1~/30 PARALLEL TW NW TO AER 12	NEW			AIP
	CLL ON RW 12	NEW			AIP

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APRIL 20, 1990

ATA LISTING OF AIP & F&E REQUIREMENTS

(SORTED BY STATE WITHIN REGIONS)

	AIRPORT/ CHAIRMAN	ITEM REQUESTED	NEW ESTAB/ REPLACE	JUSTIFICATION	REVIEW DATE	PROGRAM (AIP / F&E)
AK	ANCHORAGE (ANC) ANC C. ARGUE (AS)	CAT I ILS ON RW 14 (FUNDED)	NEW		FEB 1989	F & E
AR	ADAMS FIELD (LIT) LIT L.G. BERNIER (DL)	RVR ON RW 22R (FUNDED)	NEW	IN PROGRAM FOR NEXT GENERATION EQUIPMENT - NO DATE FY 86 APPROVED PROJECT. NO EQUIPMENT AVAILABLE	JUN 1989	F & E
		DMEL ON RW 4L	NEW	IMPROVE ILS PROCEDURE IAW FAA-ASP-78-7		F & E
		FRANGIBLE APPROACH LIGHT STRUCTURES ON RW 4L	REPLACE	NON-FRANGIBLE STRUCTURES BEYOND 600' FROM RW 4L END. TO BE INCLUDED IN CONVERSION TO MALSR - 4/90 ESTIMATE COMPLETION - 2/90		F & E
		AIRFIELD PERIMETER ROAD (FUNDED)	NEW	BETTER ACCESS FOR CFR VEHICLES		AIP
		STUDY FEASIBILITY OF PROVIDING CAT II/ CAT III OPS ON RW 22R		CAT II/III OPS ON RW 22L DETERMINED NOT FEASIBLE - REDUCE LANDING MINIMA		F & E
		CAT I ILS ON RW 4R	NEW	PREC APPR CAPABILITY FOR NEW RW		F & E
		MALSR ON RW 4R	NEW	REDUCE MINIMA		F & E

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		RVR ON RW 4R	NEW	REDUCE MINIMA		F & E
		CAT I ILS ON RW 22L	NEW	FY 91 BUDGET REQUEST - PREC APPR CAPABILITY FOR NEW RW		F & E
		REIL ON RW 22L	NEW	IDENTIFY ACTUAL END OF RW IN THE ABSENCE OF APPROACH LIGHTS		F & E
		RVR ON RW 22L	NEW	REDUCE MINIMA		F & E
AZ	PHOENIX SKY HARBOR (PHX) PHX	CAT I ILS ON RW 26R (FUNDED)	NEW	ALLOW STABILIZED APPROACH	FEB 1989	F & E
CA	SAN FRANCISCO INT'L (SFO) SFO P. VAN WERT (UA)	LOC ON RW 28R	NEW	PROVIDE OFFSET LDA APPROACH INCREASE CAPACITY	FEB 1989	F & E
		DME ON RW 28R	NEW	PROVIDE OFFSET LDA APPROACH INCREASE CAPACITY		F & E
		CAT I ILS ON RW 10L (FUNDED)	NEW	PROVIDE PREC APPR TO RW 10L INCREASING SAFETY		F & E
CO	YAMPA VALLEY (HDN) HDN	CONTROL TOWER	NEW		DEC 1988	F & E
	K.H. FRAGNOLI (AA)	RVR ON RW 10	NEW			F & E
		PARALLEL TW TO RW 10/28	NEW	AIRPORT PLANS PARTIAL TW (3000') SUMMER 89		AIP
	GUNNISON COUNTY (GUC) GUC	CONTROL TOWER	NEW		DEC 1988	F & E
	K.H. FRAGNOLI (AA)	MALSR ON RW 6	NEW			F & E

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		RVR ON RW 6	NEW			F & E
		PARALLEL TW TO RW 6/24	NEW			AIP
		EXTEND PASSENGER TERMINAL APRON	NEW	200' X 400' COMPLETED IN 1988 200' X 400' REMAINING		AIP
		CAT I ILS ON RW 6	NEW	GS FACILITY REQD WHEN LOC RELOCATED FAA HAS ITEM IN 91 BUDGET. REQUEST GS BE INSTALLED CONCURRENT WITH LOC RELOCATION		F & E
		HIRL ON RW 6/24	NEW			AIP
	STAPLETON INT'L (DEN) DEN	GS ON RW 18	NEW	CITY OWNED LOC/FAA MAINTAINED		F & E
		MALSR ON RW 18	NEW			F & E
		MALSR ON RW 8R	NEW			F & E
		RVR ON RW 8R	NEW			F & E
		RVR ON RW 36	NEW			F & E
		RVR ON RW 18	NEW			F & E
		VASI/PAPI ON RW 8L	NEW	BEGAN 7/88 - DEFERRED FOR ASPEN LDA SCHED COMP 8/89		F & E
		ASDE (FUNDED)	NEW	FAA PLANS TO START 5/89 SCHED COMP 12/89		F & E
	GRAND JUNCTION (GJT) GJT	RVR ON RW 11 (FUNDED)	NEW		DEC 1988	F & E

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		ASR	NEW			F & E
IA	SIOUX CITY MUNICIPAL (SUX)	OVERLAY CENTER PORTION OF (CLOSED)	NEW	TAXIING/CAPACITY BENEFIT	JUL 1987	AIP
	SUX	RW 4/22 FOR USE AS A TW				
	M. MATTHEWS (UA)					
		CLL ON RW 13/31	NEW	REDUCED MINIMUMS/INCREASED CAPACITY		AIP
		TDZ LIGHTS ON RW 31	NEW	REDUCED MINIMUMS/INCREASED CAPACITY		AIP
		MALSR ON RW 13	REPLACE			F & E
		CAT II ILS ON RW 31	REPLACE	REDUCED MINIMUMS/INCREASED CAPACITY		F & E
		ALSF-2 (CAT II) ON RW 31	REPLACE	REDUCED MINIMUMS/INCREASED CAPACITY		F & E
		RVR (ROLLOUT) ON RW 31	NEW			F & E
	DES MOINES INT'L (DSM)	CLL ON RW 12L/30R	NEW	LOWER MINIMUMS	JUL 1987	AIP
	DSM					
	S. PFLUEGER (UA)	DME ON LOC ON RW 12L	NEW	APPROACH AID		F & E
		CAT II ILS ON RW 30R	NEW	INCREASED CAPACITY		F & E
		ALSF-2 (CAT II) ON RW 30R	NEW			F & E
		DME ON LOC ON RW 30R	NEW	APPROACH AID		F & E

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	CEDAR RAPIDS MUNICIPAL (CID) CID S. PFLUEGER (UA)	EXTEND RW 13/31 FROM 5450' TO 6000'	NEW	INCREASED CAPACITY	JUL 1987	AIP
		REMOVE OBSTRUCTION TO RW 13 APPROACH TO ELIMINATE 350' DISPLACED THRESHOLD		INCREASED CAPACITY		AIP
		CLL ON RW 9/27	NEW	LOWER MINIMUMS		AIP
		TDZ LIGHTS ON RW 9	NEW			AIP
		CAT II ILS ON RW 9	NEW			F & E
		ALSF-2 (CAT II) ON RW 9	NEW			F & E
		RVR (ROLLOUT) ON RW 9	NEW			F & E
		MALSR ON RW 27	NEW	APPROACH AID - LOWER MINIMUMS		F & E
		RVR ON RW 27	NEW	APPROACH AID - LOWER MINIMUMS		F & E
ID	IDAHO FALLS (IDA) IDA	RVR ON RW 20 (FUNDED)	NEW		APR 1989	F & E
		ASR	NEW			F & E
IL	UNIV OF ILLINOIS - WILLIARD (CMI) CMI	GS ON RW 14R	NEW	LOWER OPERATING MINIMUMS	JUL 1987	F & E
		MALSR ON RW 14R	NEW	LOWER OPERATING MINIMUMS		F & E

	RVR ON RW 14R	NEW	LOWER OPERATING MINIMUMS		F & E
CHICAGO MIDWAY (MDW) MDW P. TATE (ML)	REMOVE OBSTRUCTIONS TO RW'S 13R/31L AND 4R/22L AS APPROPRIATE		ON-AIRPORT OBSTRUCTION REMOVAL UNDERWAY, ALLOW LOWER MINIMUMS	JUL 1987	AIP
	MALSR ON RW 4R	NEW	LOWER ARRIVAL/DEPARTURE MINIMUMS		F & E
	RVR (TOUCHDOWN) ON RW 4R	NEW	LOWER ARRIVAL/DEPARTURE MINIMUMS		F & E
	DME ON LOC ON RW 4R	NEW	APPROACH AID		F & E
	DME ON LOC ON RW 22L	NEW	APPROACH AID		F & E
	CAT I ILS ON RW 22L (FUNDED)	NEW			F & E
	RVR (TOUCHDOWN) ON RW 22L	NEW	FOR ARRIVAL/DEPARTURE MINIMUMS		F & E
	MALSR ON RW 22L (FUNDED)	NEW			F & E
	MALSR ON RW 31L	NEW	LOWER ARRIVAL/DEPARTURE MINIMUMS		F & E
	RVR (TOUCHDOWN) ON RW 31L	NEW	FOR ARRIVAL/DEPARTURE MINIMUMS		F & E
	PAPI ON RW 13R	NEW	APPROACH AID FOR VISUAL APPROACHES		F & E
O'HARE INTERNATIONAL (ORD) ORD J. BLACK (UA)	TDZ LIGHTS ON RW 4R	NEW	HIGH PRIORITY-INCREASE CAPACITY & LOWER OPERATING MINIMUMS	JUL 1987	AIP
	CLL ON RW 4R/22L	NEW	HIGH PRIORITY-INCREASE CAPACITY & LOWER OPERATING MINIMUMS		AIP

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	CAT II/III ILS ON RW 4R	REPLACE	RW 4R CAT II IS FIRST PRIORITY		F & E
	ALSF-2 (CAT II/III) ON RW 4R	REPLACE	LOWER OPERATING MINIMUMS		F & E
	RVR ON RW 22L	NEW	LOWER OPERATING MINIMUMS		F & E
	CLL ON RW 4L/22R	NEW	LOWER OPERATING MINIMUMS		AIP
	VASI-6 ON RW 4L	NEW	LOWER OPERATING MINIMUMS		F & E
	RVR ON RW 4L (FUNDED)	NEW	LOWER OPERATING MINIMUMS		F & E
	RVR ON RW 22R (FUNDED)	NEW	LOWER OPERATING MINIMUMS		F & E
	CAT II/III ILS ON RW 9R	REPLACE			F & E
	ALSF-2 (CAT II/III) ON RW 9R	REPLACE			F & E
	CAT II/III ILS ON RW 32L	NEW	HIGH PRIORITY-INCREASE CAPACITY &		F & E
			LOWER OPERATING MINIMUMS		
QUAD CITY (MLI)	GS ON RW 27	NEW	GS/MM DELAYED UNTIL RW EXTENSION	JUL 1987	F & E
MLI			LOWER ARRIVAL/DEPARTURE MINIMUMS		
J. BLACK (UA)					
	RVR ON RW 27	NEW	LOWER ARRIVAL/DEPARTURE MINIMUMS		F & E
GREATER PEORIA (PIA)	DME ON LOC ON RW 13	NEW	APPROACH AID	JUL 1987	F & E
[illegible]IA					
[illegible] BLACK (UA)					

II-D

IN	DRESS REGIONAL (EVV)	MALSR ON RW 6	NEW	LOWER ARRIVAL/DEPARTURE MINIMUMS	JUL 1987	F & E
	EVV					
	R. WILLIAMS (US)	RVR ON RW 6	NEW			F & E
		DME ON LOC ON RW 6	NEW	APPROACH AID		F & E
	MUNICIPAL - BAER FIELD (FWA)	MALSR ON RW 32	REPLACE			F & E
	FWA					
	H.C. HAYES (JL)					
	INDIANAPOLIS INT'L (IND)	DME ON LOC ON RW 13	NEW	LOWER ARRIVAL/DEPARTURE MINIMUMS	JUL 1987	F & E
	IND					
	N. MATTHEWS (UA)	RVR ON RW 13 (FUNDED)	NEW			F & E
		ASDE	NEW	CAPACITY ENHANCEMENT		F & E
	MICHIANA REGIONAL (SBN)	RVR (ROLLOUT) ON RW 27	NEW	LOWER MINIMUMS	JUL 1987	F & E
	SBN					
	J.E. RICHARDSON	DME ON LOC ON RW 27	NEW	APPROACH AID		F & E
KS	MID CONTINENT (ICT)	GROOVE RW 14/32 (FUNDED)		OPERATING BENEFIT-IMPROVED TRACTION	JUL 1987	AIP
	ICT					
	B. PFLUEGER (UA)					
		REIL ON RW 32 (FUNDED)	NEW	APPROACH AID		F & E
		DME ON LOC ON RW 1L (FUNDED)	NEW	APPROACH AID		F & E
		DME ON LOC ON RW 19R (FUNDED)	NEW	APPROACH AID		F & E
LA	RYAN FIELD (BTR)	PRECISION INSTRUMENT APPROACH ON RW 4		LOC BC APPROACH ESTAB 5/8/86	JUN 1989	F & E
	BTR					
	R. BYCE (DL)	MALSR ON RW 4	NEW	REDUCE MINIMA		F & E

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		RVR ON RW 4	NEW	REDUCE MINIMA		F & E
		NEW TW B BETWEEN TW'S A & C NORTH (FUNDED)	NEW	REMOVE GA TRAFFIC FROM AIR CARRIER RAMP & IMPROVE AIRPORT TRAFFIC FLOW		AIP
		NEW TW K FROM TW D TO RW 4L/22R	NEW	PROVIDE ANGLED EXIT OFF RW 22R FOR REDUCED RW OCCUPANCY TIME & MORE EFFICIENT ACCESS TO/FROM AIR CARRIER RAMP		AIP
		PERIMETER ROAD	NEW	OFF-MOVEMENT AREA ROUTE AROUND SW END OF RW 4L/22R		AIP
	LAFAYETTE REGIONAL (LFT) LFT A.H. ELMORE (CO)	RVR ON RW 21 (FUNDED)	NEW	REPLACEMENT OF RVV-FY 85 APPROVED PROJECT-NO DATE, NO EQUIP AVAILABLE	JUN 1989	F & E
		LLWAS	NEW	PROVIDE WINDSHEAR DETECTION NO EQUIPMENT AVAILABLE		F & E
		RELOCATE LAKE MARTIN (LKM) NDB (NON-FED) TO ON-FIELD SITE	REPLACE	NON-RADAR APPROACH CAPABILITY TO RW 3, MORE RELIABLE APPROACHES FOR RW'S 10 AND 28		AIP
	MONROE REGIONAL (MLU) MLU R. BYCE (DL)	RVR ON RW 4 (FUNDED)	NEW	UPGRADE RVV TO RVR - UNSCHEDULED AWAITING EQUIPMENT AVAILABILITY		F & E
		DMEL ON RW 4	NEW	IMPROVE ILS PROCEDURE IAW FAA-ASP-78-7		F & E
	MOISANT FIELD (MSY) MSY R.A. WILLIAMS (US)	RVR -FUNDED- ON RW 10/28 CAPABLE OF MINIMA AS LOW AS 300'	REPLACE	LOWER CAT IIIb LANDING MINIMA UNSCHEDULED PROJECT - NO DATE	JUN 1989	F & E
		TW CL LIGHTS FROM RW 10/28 TO TERMINAL	NEW	REQD FOR OPS AT LESS THAN 600' RVR		AIP

		RAMP				
		EXTEND RW 10/28 1300' WEST (FUNDED)	NEW	NOISE ABATEMENT - EST COMPL 11/90		AIP
		FRANGIBLE APPROACH LIGHT STRUCTURES ON RW 10	REPLACE	EST COMP 10/90		F & E
		CAT I ILS ON RW 19	NEW	NOISE ABATEMENT AND REDUCED LANDING MINIMA		F & E
		RAIL (ADD TO MALS) ON RW 19		PER FAA, RAIL CAN BE INSTALLED W/ SOME LAND ACQUISITION - REDUCE MINIMA, EST. COMPLETION 11/90		F & E
		REMOVE 34:1 SLOPE OBSTACLES ON RW 28		IMPROVE SAFETY AND REGAIN APPROACH MINIMA (IN PROGRESS)		AIP
		IMPROVED TW GUIDANCE SIGNS (FUNDED)	REPLACE	FY 89 PROJECT		AIP
	SHREVEPORT REGIONAL (SHV) SHV H.C. HAYES (DL)	DMEL ON RW 14	NEW	IMPROVE ILS PROCEDURE IAW FAA-ASP-78-7	JUN 1989	F & E
		RVR ON RW 14 CAPABLE OF MINIMA AS LOW AS 300'	REPLACE	LOWER CAT IIIb LANDING MINIMA		F & E
		TW CL LIGHTS FROM RW 14/32 TO TERMINAL RAMP	NEW	ALLOW OPS BELOW 600' RVR		AIP
MI	METROPOLITAN-WAYNE COUNTY (DTW) DTW M. MATTHEWS (UA)	ASDE (FUNDED)	NEW	CAPACITY ENHANCEMENT	JUL 1987	F & E
		RVR (ROLLOUT) ON RW 3C (FUNDED)	NEW			F & E
		RVR (TOUCHDOWN) ON RW 3C (FUNDED)	NEW			F & E

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	CAT I ILS ON RW 3C	NEW			F & E
	MALSR ON RW 3C	NEW			F & E
	CAT I ILS ON FUTURE RW 9R	NEW			F & E
	MALSR ON FUTURE RW 9R	NEW			F & E
BISHOP (FNT)	RVR ON RW 27	NEW	LOWER ARRIVAL/DEPARTURE MINIMUMS	JUL 1987	F & E
FNT					
G.A. WHEELER (PI)	COMPLETE PARALLEL TW FROM RW 5/23		REDUCE TAXIING DISTANCES		AIP
	NORTH TO RAMP				
KENT COUNTY (GRR)	RVR ON RW 8R (FUNDED)	NEW	LOWER ARRIVAL/DEPARTURE MINIMUMS	JUL 1987	F & E
GRR					
W. HELANDER (UA)	DME ON LOC ON RW 8R	NEW			F & E
	DME ON LOC ON RW 26L	NEW			F & E
KALAMAZOO (AZO)	EXTEND PARALLEL TW FULL LENGTH OF RW	NEW	CAPACITY ENHANCEMENT-IMPROVE GROUND	JUL 1987	AIP
AZO	17/35		TAXI FLOW		
D.R. HINDES (NW)					
TRAVERSE CITY (TVC)	GROOVE RW 10/28	NEW	BETTER OPERATING PERFORMANCE	FEB 1989	AIP
TVC					
CAPITAL CITY (LAN)	RVR ON RW 10R (FUNDED)	NEW	LOWER MINIMUMS	JUL 1987	F & E
LAN					
J.J. BARNACK	DME ON LOC ON RW 10R	NEW	APPROACH AID		F & E
	DME ON LOC ON RW 28L	NEW	APPROACH AID		F & E
TRI-CITY (MBS)	RVR ON RW 23 (FUNDED)	NEW	LOWER MINIMUMS	JUL 1987	F & E

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	MBS					
	V. STATON (UA)					
MN	DULUTH INTERNATIONAL (DLN)	HOLD PAD AT RW 9 - MINIMUM CAPACITY	NEW	CAPACITY BENEFIT-BETTER MOVEMENT	JUL 1987	AIP
	DLN	OF TWO LARGE AIRCRAFT		OF DEPARTING AIRCRAFT		
	D.R. HINDES (NW)					
		CLL ON RW 9/27	NEW			AIP
	MINNEAPOLIS-ST PAUL INT'L (MSP)	ASDE (FUNDED)	NEW	CAPACITY ENHANCEMENT	JUL 1987	F & E
	MSP					
	J. THORNE (NW)	CLL ON RW 11L/29R	NEW	LOWER MINIMUMS		AIP
		RVR (ROLLOUT) ON RW 11L	NEW	LOWER MINIMUMS		F & E
		RVR (TOUCHDOWN) ON RW 11L	NEW	LOWER MINIMUMS		F & E
		EXTEND RW 4 END 2750' TO SE	NEW	INCREASE CAPACITY & PROVIDE		AIP
				SECONDARY LONG HAUL DEPARTURE RW		
		EXAMINE RECONSTRUCTING ALL RW EXIT				AIP
		FILLETS				
		CLL ON RW 4/22	NEW			AIP
		RVR (MIDPOINT) ON RW 4	NEW			F & E
		RVR (TOUCHDOWN) ON RW 29R	NEW	REDUCE DEPARTURE MINIMUMS		F & E
		CAT II/III ILS ON RW 29L	NEW			F & E
		ALSF-2 ON RW 29L	NEW			F & E

	ROCHESTER MUNICIPAL (RST)	DME ON LOC ON RW 13	NEW	APPROACH AID	JUL 1987	F & E
	RST					
	D. DeBORD (NW)	RVR ON RW 13	NEW	LOWER OPERATING MINIMUMS		F & E
		DME ON LOC ON RW 31	NEW	APPROACH AID		F & E
MO	KANSAS CITY INT'L (MCI)	EXPAND AIR CARRIER APRONS WHERE NEEDED	NEW	EASE RAMP CONGESTION	JUL 1987	AIP
	MCI	TO ACCOMMODATE WIDE BODY PARKING &				
	S. PFLUEGER (UA)	TAXIING ALONG APRON EDGE (FUNDED)				
		RVR ON RW 27	NEW			F & E
		CAT II/III ILS ON RW 1	NEW	LOWER MINIMUMS & BEST WIND COVERAGE		F & E
		ALSF-2 (CAT II/III) ON RW 1	NEW	LOWER MINIMUMS & BEST WIND COVERAGE		F & E
		DME ON LOC ON RW 1	NEW	APPROACH AID		F & E
		DME ON LOC ON RW 19	NEW	APPROACH AID		F & E
		NEW PARALLEL RW 1/19 (FUNDED)	NEW	LOCATE NOT INTERSECTING RW 9/27		AIP
		CAT I ILS ON RW 1/19 (NEW)	NEW			F & E
	LAMBERT-ST. LOUIS INT'L (STL)	ASDE (FUNDED)	NEW	HIGH PRIORITY-INCREASED CAPACITY	JUL 1987	F & E
	STL					
	S. PFLUEGER (UA)					
		LDIN ON RW 12L	NEW	CURVED LIGHTING SYSTEM TO SUPPORT		F & E
				LDA/DME APPROACH - HIGH PRIORITY		
		CAT III ILS ON RW 12L	NEW	FOR BEST LOW WEATHER COVERAGE-HIGH		F & E

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				PRIORITY	
		ALSF-2 ON RW 12L	NEW		F & E
		DME ON LOC ON RW 30R	NEW	APPROACH AID	F & E
		NEW ANGLED EXITS OR CONSTRUCT FILLETS ON RW 30R	NEW	RELIEVE RW CONGESTION	AIP
		HOLD PADS BOTH ENDS OF TW P	NEW	INCREASED CAPACITY	AIP
		NEW DUAL PARALLEL TW AT APPROACH END OF RW 30L (FUNDED)	NEW	RELIEVE RAMP CONGESTION - HIGH PRIORITY	AIP
		DME ON LOC ON RW 30L	NEW	APPROACH AID	F & E
		DME ON LOC ON RW 12L	NEW	APPROACH AID	F & E
		HOLD PADS BOTH ENDS OF TW A	NEW	INCREASED CAPACITY	AIP
		CLL ON RW 6/24	NEW	LOWER MINIMUMS	AIP
		VASI-6 ON RW 6	NEW	HI PRIORITY FOR WIDE BODY AIRCRAFT	F & E
		EXTEND RW 6/24 NE/SW TO AIRPORT BOUNDARY	NEW	ESTABLISH NEW THRESHOLDS, ALLOWING SIMULTANEOUS ARRIVAL OPS ON RW'S 6/24 AND 12R/30L	AIP
	BILLINGS (BIL)	CAT I ILS ON RW 24R	NEW		F & E
MT	BIL				
		MALSR ON RW 27R	NEW		F & E

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	RVR ON RW 27R	NEW			F & E
BOZEMAN (BZN)	CAT I ILS ON RW 30	NEW		DEC 1988	F & E
BZN					
	MALSR ON RW 30	NEW			F & E
	HIRL ON RW 12/30	NEW			AIP
	RVR ON RW 12	NEW			F & E
	CONTROL TOWER	NEW			F & E
	ASR	NEW			F & E
BUTTE (BTM)	MALSR ON RW 15	NEW		DEC 1988	F & E
BTM					
	HIRL ON RW 15/33	NEW			AIP
	RVR ON RW 15	NEW			F & E
	CONTROL TOWER	NEW			F & E
	ASR	NEW			F & E
HELENA (HLN)	RVR ON RW 27 (FUNDED)	NEW		DEC 1988	F & E
HLN					
	ASR	NEW			F & E
GREAT FALLS (GTF)	RVR ON RW 3	NEW		DEC 1988	F & E
GTF					
KALISPELL-GLACIER NAT'L PARK (FCA)	RVR ON RW 1	NEW		DEC 1988	F & E
FCA					

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		CONTROL TOWER	NEW			F & E
		ASR	NEW			F & E
	MISSOULA (MSO) MSO	RVR ON RW 11 (FUNDED)	NEW		DEC 1988	F & E
		ASR	NEW	FAA PLANS TO ESTABLISH 6/91		F & E
ND	BISMARK MUNICIPAL (BIS) BIS	RVR ON RW 31 (FUNDED)	NEW	LOWER OPERATING MINIMUMS	JUL 1987	F & E
	HECTOR INT'L (FAR) FAR D. DeBORD (NW)	DME ON LOC ON RW 17	NEW	APPROACH AID	JUL 1987	F & E
		DME ON LOC ON RW 35	NEW	APPROACH AID		F & E
	ANDREWS INT'L (GFK) GFK D. DeBORD (NW)	RVR ON RW 35L (FUNDED)	NEW	LOWER OPERATING MINIMUMS	JUL 1987	F & E
	MINOT INT'L (MOT) MOT D.R. HINDES (NW)	REIL ON RW 13	NEW	APPROACH AID	JUL 1987	F & E
		RVR ON RW 31	NEW	PRIORITY REQUEST		F & E
		REIL ON RW 8	NEW	PRIORITY REQUEST - APPROACH AID		F & E
		REIL ON RW 26	NEW	PRIORITY REQUEST - APPROACH AID		F & E
NE	LINCOLN MUNICIPAL (LNK) LNK S.M. WIDERBORG	RVR ON RW 17R	NEW	LOWER MINIMUMS	JUL 1987	F & E
	EPPLEY AIRFIELD (OMA)	MALSR ON RW 17	NEW	LOWER MINIMUMS	JUL 1987	F & E

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	OMA					
	S.M. WIDERBORG	RVR ON RW 17	NEW	LOWER MINIMUMS		F & E
		DME ON RW 17	NEW	APPROACH AID		F & E
		ASDE	NEW	CAPACITY, EFFICIENCY & SAFETY BENEFIT TO ATCT		F & E
NM	ALBUQUERQUE INT'S (ABQ) ABQ R. MONTGOMERY (WH)	REIL ON RW 35	NEW	IDENTIFY ACTUAL RW END IN ABSENCE OF APPROACH LIGHTS	JUN 1989	F & E
		EXTEND TW 3/21 TO SW AND RELOCATE RW 21 THRESHOLD SOUTH OF TW 8/26 (FUNDED)	REPLACE	GA OPS WILL NOT AFFECT OPS ON RW 8/26. CONSTR START EST 7/89		AIP
OH	AKRON-CANTON REGIONAL (CAK) CAK	DME ON LOC ON RW 1	NEW	APPROACH AID	JUL 1987	F & E
	S. PAHOS	EXTEND RW 5/23 TO 8-9000'	NEW	FACILITATE LONG HAUL OPERATIONS		AIP
		CLL ON RW 5/23	NEW	LOWER MINIMUMS		AIP
		TDZ LIGHTS ON RW 5	NEW	LOWER MINIMUMS		AIP
		CAT II ILS ON RW 5	NEW	LOWER MINIMUMS		F & E
		ALSF-2 (CAT II) ON RW 5	NEW	LOWER MINIMUMS		F & E
		RVR (TOUCHDOWN) ON RW 5	NEW	LOWER MINIMUMS		F & E
		RVR (ROLLOUT) ON RW 5 (FUNDED)	NEW	LOWER MINIMUMS		F & E

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CLEVELAND - HOPKINS INT'L (CLE) CLE J. SORENSEN (UA)	VASI-6 ON RW 5L	NEW	WIDE BODY AIRCRAFT APPROACH AID	JUL 1987	F & E
	REIL ON RW 5L	NEW	APPROACH AID		F & E
	VASI-6 ON RW 23R	NEW	APPROACH AID		F & E
	REIL ON RW 23R	NEW	APPROACH AID		F & E
	DME ON LOC ON RW 5R	NEW	APPROACH AID		F & E
	CAT I ILS ON RW 10L	NEW	CAPACITY BENEFIT		F & E
PORT COLUMBUS INT'L (CMH) CMH N. NELANDER (UA)	DME ON LOC ON RW 10R	NEW	APPROACH AID	JUL 1987	F & E
	CLL ON RW 10R/28L	NEW	LOWER ARRIVAL/DEPARTURE MINIMUMS		AIP
	TDZ LIGHTS ON RW 28L	NEW	LOWER ARRIVAL/DEPARTURE MINIMUMS		AIP
	CAT II ILS ON RW 28L	NEW	LOWER ARRIVAL/DEPARTURE MINIMUMS		F & E
	ALSF-2 (CAT II) ON RW 28L	NEW	LOWER ARRIVAL/DEPARTURE MINIMUMS		F & E
	RVR (ROLLOUT) ON RW 28L	NEW			F & E
	DME ON LOC ON RW 28L	NEW	APPROACH AID		F & E
	RW EXTENSION	NEW	CAPACITY BENEFIT		AIP

JAMES M. COX - DAYTON INT'L (DAY) DAY H.C. HAYES (DL)	CAT I ILS ON RW 6R	NEW	CAPACITY BENEFIT-PRIORITY FOR 89	JUL 1987	F & E
	DME ON LOC ON RW 6L	NEW	APPROACH AID		F & E
	DME ON LOC ON RW 24R	NEW	APPROACH AID		F & E
	DME ON LOC ON RW 18	NEW	APPROACH AID		F & E
	RVR ON RW 18	NEW	LOWER OPERATING MINIMUMS		F & E
	DME ON LOC ON RW 24L	NEW	APPROACH AID		F & E
	RVR ON RW 24L	NEW	LOWER OPERATING MINIMUMS		F & E
TOLEDO EXPRESS (TOL) TOL J. SORENSEN (UA)	CLL ON RW 7/25	NEW	LOWER OPERATING MINIMUMS	JUL 1987	AIP
	TDZ LIGHTS ON RW 7	NEW	LOWER OPERATING MINIMUMS		AIP
	CAT II ILS ON RW 7	NEW			F & E
	ALSF-2 (CAT II) ON RW 7	NEW			F & E
	RVR ON RW 7		CONVERT THRESHOLD TO 250' BASELINE LOWER OPERATING MINIMUMS		F & E
	RVR (ROLLOUT) ON RW 7	NEW	LOWER OPERATING MINIMUMS		F & E
	DME ON LOC ON RW 7	NEW	APPROACH AID		F & E
	DME ON LOC ON RW 25	NEW	APPROACH AID		F & E

		RVR ON RW 25	NEW	LOWER OPERATING MINIMUMS		F & E
OK	WILL ROGERS WORLD (OKC) OKC T. THOMPSON (AA)	TW CL LIGHTS FROM RW 17L/35R TO TERMINAL RAMP	NEW	REQD FOR OPS AT LESS THAN 600' RVR	JUN 1989	AIP
		RVR -FUNDED- (TOUCHDOWN) ON RW 35R CAPABLE OF MINIMA OF 300' OR LESS (FUNDED)	REPLACE	CAT IIIb LANDING MINIMA - EXIST RVR INDICATES ONLY TO 1200'-UNSCHEDULED PROJECT, NO DATE		F & E
		RVR -FUNDED- (MIDPOINT) ON RW 35R CAPABLE OF MINIMA OF 300' OR LESS (FUNDED)	REPLACE	CAT IIIb LANDING MINIMA - EXIST RVR INDICATES ONLY TO 1200'-UNSCHEDULED PROJECT, NO DATE		F & E
		RVR -FUNDED- (ROLLOUT) ON RW 35R CAPABLE OF MINIMA OF 300' OR LESS (FUNDED)	REPLACE	CAT IIIb LANDING MINIMA - EXIST RVR INDICATES ONLY TO 1200'-UNSCHEDULED PROJECT, NO DATE		F & E
		CAT IIIb ILS UPGRADE ON RW 35R	REPLACE	NEW ILS (WILCOX EQUIP) INSTALLED 11/88 BUT WILL NOT SATISFY THE CAT IIIb REQUIREMENT		F & E
		CLL ON RW 17R/35L	NEW	WITH RVR WILL REDUCE TAKEOFF MINIMA TO 600', PERMITTING THE USE OF RW 17R/35L FOR TAKEOFF IN CAT III CONDITIONS. CURRENTLY LESS THAN 1/4 MILE WEATHER, SINGLE RW USE IS NECESSARY, LIMITING CAPACITY		AIP
		RVR ON RW 17R (FUNDED)	NEW	REDUCE MINIMA - UNSCHEDULED PROJECT		F & E
		RVR ON RW 35L	NEW	REDUCE MINIMA		F & E

	TULSA INTERNATIONAL (TUL) TUL T. THOMPSON (AA)	RVR (TOUCHDOWN) -FUNDED- ON RW 35R CAPABLE OF MINIMA AS LOW AS 300'	REPLACE	TO LOWER CAT IIIb LANDING MINIMA UNSCHEDULED PROJECT - NO DATE	JUN 1989	F & E
		RVR (MIDPOINT) -FUNDED- ON RW 35R CAPABLE OF MINIMA AS LOW AS 300'	REPLACE	TO LOWER CAT IIIb LANDING MINIMA UNSCHEDULED PROJECT - NO DATE		F & E
		RVR (ROLLOUT) -FUNDED- ON RW 35R CAPABLE OF MINIMA AS LOW AS 300'	REPLACE	TO LOWER CAT IIIb LANDING MINIMA UNSCHEDULED PROJECT - NO DATE		F & E
		DMEL ON RW 35R	NEW	IMPROVE ILS PROCEDURE - SPECIAL JUSTIFICATION SUBMITTED IAW FAA-78-7		F & E
		TW ACCESS TO END OF RW 26 ON SO. SIDE	NEW	REDUCE DELAYS DURING SINGLE RW OPERATIONS		AIP
		REIL ON RW 8	NEW	IDENTIFY ACTUAL RW END IN ABSENCE OF APPROACH LIGHTS		F & E
		LAND AQUISITION FOR NEW N/S PARALLEL RW ON EAST SIDE OF AIRFIELD	NEW	TO ENSURE LAND AVAILABILITY FOR ADDITIONAL RW CONSTRUCTION WHEN AIRPORT DEMAND APPROACHES EXISTING MAXIMUM CAPACITY		AIP
OR	MEDFORD (MFR) MFR	ASR	NEW		APR 1989	F & E
	PORTLAND (PDX) PDX	RVR ON RW 10R (FUNDED)	REPLACE	UPGRADE TO CAT IIIb	APR 1989	F & E
		CAT I ILS ON RW 28L	NEW			F & E
		CAT I ILS ON RW 10L (FUNDED)	NEW			F & E

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		RVR ON RW 10L (FUNDED)	NEW			F & E
		CLL ON RW 10L/28R	NEW			AIP
		TDZ LIGHTS ON RW RW 28R	NEW			AIP
		WIDEN FILLETS AT TW N2 & N3	NEW			AIP
		HOLD PADS AND BYPASS CAPABILITY ON RW 28R	NEW			AIP
		HOLD PADS AND BYPASS CAPABILITY ON RW 10R	NEW			AIP
SD	RAPID CITY REGIONAL (RAP) RAP	RVR ON RW 32 (FUNDED)	NEW	LOWER OPERATING MINIMUMS	JUL 1987	F & E
	J.F. O'DRAIN (CO)	LIGHTED WINDSOCKS ON RW 14/32 IN TOUCHDOWN AREA	NEW	APPROACH AID		F & E
		BRITE TUBE (FUNDED)	NEW	SAFETY/EFFICIENCY FOR ATCT		F & E
	JOE FOSS FIELD (FSD) FSD	DME ON LOC ON RW 3	NEW	APPROACH AID	JUL 1987	F & E
	S. PFLUEGER (UA)	DME ON LOC ON RW 21	NEW	APPROACH AID		F & E
TX	AMARILLO INTERNATIONAL (AMA) AMA	FRANGIBLE ALS STRUCTURES ON RW 4	REPLACE	FY 90 BUDGET REQUEST	JUN 1989	F & E
	R. MONTGOMERY (WN)	LLWAS	NEW	PROVIDE WINDSHEAR DETECTION NO NEW SYSTEMS AVAILABLE		F & E
		ANGLES EXITS FROM RW 4/22	NEW	MINIMIZE RW OCCUPANCY TIME		AIP
	ROBERT MUELLER MUNICIPAL (AUS)	TERMINAL RAMP EXPANSION - EAST SIDE	NEW	PROVIDE TAXILANE BEHIND PUSH BACKS	JUN 1989	AIP

OLD AUS R. MONTGOMERY (WN)	(FUNDED)		EAST SIDE OF TERMINAL-EST COMP 2/90		
ROBERT MUELLER FIELD (AUS) NEW AUS R. MONTGOMERY (WN)	SIMULTANEOUS PARALLEL ILS APPROACH CAPABILITY IN NORTH FLOW WITH ONE SYSTEM CAPABLE OF MINIMA AS LOW AS 300' RVR, REMAINING SYSTEM CAPABLE OF AT LEAST 1800' RVR	NEW		JUN 1989	F & E
	ALSF-2 (CAT IIIb)	NEW	REQD FOR CAT IIIb CAPABILITY		F & E
	CLL (CAT IIIb)	NEW	REQD FOR CAT IIIb CAPABILITY		F & E
	TDZ LIGHTS (CAT IIIb)	NEW	REQD FOR CAT IIIb CAPABILITY		F & E
	RVR (TOUCHDOWN) CAPABLE OF MINIMA AS LOW AS 300' (CAT IIIb)	NEW	REQD FOR CAT IIIb CAPABILITY		F & E
	RVR (MIDPOINT) CAPABLE OF MINIMA AS LOW AS 300' (CAT IIIb)	NEW	REQD FOR CAT IIIb CAPABILITY		F & E
	RVR (ROLLOUT) CAPABLE OF MINIMA AS LOW AS 300' (CAT IIIb)	NEW	REQD FOR CAT IIIb CAPABILITY		F & E
	DMEL (CAT IIIb)	NEW	IMPROVE ILS PROCEDURE		F & E
	MALSR (CAT I)	NEW	REDUCE MINIMA		F & E
	CLL (CAT I)	NEW	REQD FOR RVR 1800 CAT I CAPABILITY		F & E
	TDZ LIGHTS (CAT I)	NEW	REQD FOR RVR 1800 CAT I CAPABILITY		F & E

RVR (TOUCHDOWN) CAPABLE OF MINIMA AS LOW AS 300' (CAT I)	NEW	REDUCE MINIMA	F & E
RVR (MIDPOINT) CAPABLE OF MINIMA AS LOW AS 300' (CAT I)	NEW	REDUCE MINIMA	F & E
RVR (ROLLOUT) CAPABLE OF MINIMA AS LOW AS 300' (CAT I)	NEW	REDUCE MINIMA	F & E
DMEL (CAT I)	NEW	IMPROVE ILS PROCEDURE	F & E
SIMULTANEOUS PARALLEL ILS APPROACH CAPABILITY IN SOUTH FLOW CONDITIONS TO CAT I MINIMA (1800 RVR)	NEW	MAINTAIN IFR CAPABILITIES WHEN WIND REQUIRES USE OF RW OTHER THAN THAT SERVED BY CAT II/III SYSTEMS	F & E
CAT I ILS (2 SYSTEMS)	NEW	SIMULTANEOUS PARALLEL ILS APPROACH CAPABILITY FROM DIRECTION OPPOSITE CAT III CAPABILITIES, TO CAT I MINIMA. WILL MAINTAIN IFR CAPABILITIES WHEN WIND REQUIRES USE OF RW OTHER THAN THAT SERVED BY CAT III/I SYSTEMS	F & E
MALSR (2 SYSTEMS)	NEW	REDUCE MINIMA	F & E
TDZ LIGHTS (2 SYSTEMS)	NEW	ALLOW 1800' RVR	AIP
ADEQUATE AREAS FOR SEQUENCING DEPARTURES	NEW	FOR EFFICIENT AIRCRAFT HANDLING	AIP
RW LENGTHS AT LEAST 9000' FOR PARALLEL ILS RW'S. THIRD PARALLEL 7500'. CROSSWIND RW FOR GA USE.	NEW	CROSSWIND CONFIGURED TO MINIMIZE IMPACT ON OTHER RW'S, AT LEAST 5000' IN LENGTH	AIP

	ASDE	NEW	SAFER GROUND OPS IN LOW VISIBILITY CONDITIONS (CAT III)		F & E
	ARSA (AIRPORT RADAR SERVICE AREA)	NEW	PROVIDE SAME LEVEL OF SERVICE AND SAFETY AS EXISTS AT PRESENT AIRPORT		AIP
	VASI/PAPI ON ALL RWS(4 RWS=8 SYSTEMS)	NEW	PROVIDE VISUAL GLIDE PATH REFERENCE		F & E
	CLL ON CLOSE PARALLEL RW'S WHICH COULD BE USED FOR DEPARTURES IN CAT III CONDITIONS	NEW	INCREASED OPERATIONAL CAPABILITIES IN LOW VISIBILITY CONDITIONS		F & E
	AIRCRAFT HOLDING AREAS (OFF-GATE)	NEW	OVERNIGHT & DIVERSION PARKING AND TEMPORARY HOLDING FOR GATES		AIP
	VOR-DME (ON AIRPORT)	NEW	SUPPORT STD ARSA CONFIGURATION, DEPARTURE/ARRIVAL PROCEDURES AND NON-PRECISION APPROACHES TO RW'S NOT EQUIPPED WITH ILS		F & E
	ANGLED TW EXITS FOR BOTH LANDING DIRECTIONS ON EACH PARALLEL RW	NEW	OPTIMIZE AIRPORT CAPACITY		AIP
	DESIGN TW WIDTH & FILLET RADII FOR WIDE-BODY JETS	NEW	OPTIMIZE AIRPORT CAPACITY		AIP
	DUAL PARALLEL TW'S FOR EACH MAIN PARALLEL RW, WITH RUNUP AREAS/BYPASS TW'S TO PROVIDE ROOM FOR SEQUENCING DEPARTURES	NEW	OPTIMIZE AIRPORT CAPACITY		AIP
	PARALLEL TW FOR DIAGONAL AND THIRD PARALLEL RW	NEW	OPTIMIZE AIRPORT CAPACITY		AIP

		PARALLEL E/W TW'S CONNECTING PARALLEL RW'S AND TERMINAL RAMP	NEW	OPTIMIZE AIRPORT CAPACITY		AIP
		TW CL LIGHTING AS REQD FOR CAT IIIb	NEW	ALLOW OPERATIONS AT LESS THAN 600' RVR		AIP
		LLWAS/TERMINAL DOPPLER RADAR	NEW	PROVIDE WINDSHEAR/MICROBURST DETECTION		F & E
	CORPUS CHRISTI INT'L (CRP) CRP R. MONTGOMERY (WN)	HIRL ON RW 17/35	NEW	REQD FOR RVR	JUN 1989	AIP
		ODALS ON RW 17	NEW	IN FAA FY 89 BUDGET SUBMISSION		F & E
		FRANGIBLE STRUCTURES FOR REIL ON RW 17	REPLACE	PLANNED IMPROVEMENT IN FY 90 BUDGET SUBMISSION (NOT REQD IF ODALS INSTALLED)		F & E
		RVR ON RW 35	NEW	SITE TO ALSO SERVE RW 31, REDUCE MINIMA		F & E
		LLWAS	NEW	PROVIDE WINDSHEAR DETECTION NO EQUIPMENT AVAILABLE		F & E
		NEW TW C BETWEEN TW'S A AND B	NEW	REMOVE NON-AIRLINE TRAFFIC FROM TERMINAL RAMP - EST START 5/90		AIP
	LOVE FIELD (DAL) DAL R. MONTGOMERY (WN)	FRANGIBLE ALS STRUCTURES ON RW 13L	REPLACE	PLANNED IMPROVEMENT-EST COMP 6/91	JUN 1989	F & E
		FRANGIBLE ALS STRUCTURES ON RW 31L	REPLACE	PLANNED IMPROVEMENT-EST COMP 9/91, POSSIBLY 9/90		F & E
		ANGLED EXIT FROM RW 13R APPROXIMATELY 5600' FROM DISPLACED THRESHOLD AT	NEW	DECREASE RW OCCUPANCY TIME, INCREASING EFFICIENCY		AIP

	APPROACH END OF RW				
DALLAS-FORT WORTH INT'L (DFW) DFW A.J. ALLISON (AA)	ASDE (FUNDED)	NEW	EST COMP 7/90	JUN 1989	F & E
	RVR (TOUCHDOWN) ON RW 31R (FUNDED)	NEW	APPROVED - NO EQUIP AVAIL		F & E
	RVR (ROLLOUT) ON RW 31R (FUNDED)	NEW	APPROVED - NO EQUIP AVAIL		F & E
	CAT I ILS ON RW 35L (FUNDED)	NEW	EST MID 1989 FOR EQUIP PROCUREMENT NO FUNDS AVAIL FOR ENG AND INSTALLATION		F & E
	MALSR ON RW 35L (FUNDED)	NEW			F & E
	CAT I ILS ON RW 36L (FUNDED)	NEW	EST MID 1989 FOR EQUIP PROCUREMENT NO FUNDS AVAIL FOR ENG AND INSTALLATION		F & E
	MALSR ON RW 36R (FUNDED)	NEW			F & E
	RVR -FUNDED- CAPABLE OF MINIMA OF 300' OR LESS ON RW 17L/35R	REPLACE	LOWER CAT IIIb MINIMA WILL AWAIT NEW GENERATION EQUIP		F & E
	RVR -FUNDED- CAPABLE OF MINIMA OF 300' OR LESS ON RW 18R/36L	REPLACE	LOWER CAT IIIb MINIMA WILL AWAIT NEW GENERATION EQUIP		F & E
	ON-AIRPORT AIRCRAFT HOLDING AREAS (FUNDED)	NEW	CONSTRUCTION OF AREA ON SE SIDE OF AIRPORT FUNDED IN 85. EST START CONSTRUCTION IN 1989		AIP
	ADDITIONAL NAVAIDS TO PROVIDE DUAL ARRIVAL GATES IN ACCORDANCE WITH DFW METROPLEX AIR TRAFFIC SYSTEM PLAN	NEW	REQD TO UTILIZE AIRPORT CAPACITY		F & E

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	EXTEND TW 3 TO TW 56 (1S)-RW 13R/31L	NEW	IMPROVED ACCESS TO/FROM RW 13R/31L UNDER CONSTRUCTION - ESTIMATE COMPLETION 2/91	AIP
	NEW TW C BETWEEN TW'S 19 AND B, AND TW'S 23 AND 27 BETWEEN TW C AND E	NEW	ADDITIONAL RW 18R/36L CROSSING POINTS AND ACCESS TO NW CARGO AREA TO/FROM RW 13R/31L - UNDER CONSTRUCTION - EST COMPLETION 2/91	AIP
	NEW RW 16L/34R AND ASSOCIATED TW'S	NEW	INCREASE AIRPORT CAPACITY	AIP
	CAT I ILS ON RW 16L (FUNDED)	NEW	PRECISION APPROACH PLUS INDEPENDENT APPROACH CAPABILITY IF EVALUATIONS OF 3 AND 4 SIMULTANEOUS APPROACHES PROVIDE POSITIVE RESULTS	F & E
	CAT I ILS ON RW 34R (FUNDED)	NEW	PRECISION APPROACH PLUS INDEPENDENT APPROACH CAPABILITY IF EVALUATIONS OF 3 AND 4 SIMULTANEOUS APPROACHES PROVIDE POSITIVE RESULTS	F & E
	CLL ON RW 16L/34R	NEW	REDUCE MINIMA	AIP
	TDZ LIGHTS ON RW 16L	NEW	REDUCE MINIMA	AIP
	TDZ LIGHTS ON RW 34R	NEW	REDUCE MINIMA	AIP
	MALSR ON RW 16L	NEW	REDUCE MINIMA	F & E
	MALSR ON RW 34R	NEW	REDUCE MINIMA	F & E
	RVR (TOUCHDOWN) ON RW 16L	NEW	REDUCE MINIMA	F & E
	RVR (TOUCHDOWN) ON RW 34R	NEW	REDUCE MINIMA	F & E

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	NEW RW 16R/34L & ASSOCIATED TW SYSTEM	NEW	INCREASE AIRPORT CAPACITY	AIP
	CAT I ILS ON RW 16R (FUNDED)	NEW	PRECISION APPROACH PLUS INDEPENDENT APPROACH CAPABILITY IF EVALUATIONS OF 3 AND 4 SIMULTANEOUS APPROACHES PROVIDE POSITIVE RESULTS	F & E
	CAT I ILS ON RW 34L (FUNDED)	NEW	PRECISION APPROACH PLUS INDEPENDENT APPROACH CAPABILITY IF EVALUATIONS OF 3 AND 4 SIMULTANEOUS APPROACHES PROVIDE POSITIVE RESULTS	F & E
	CLL ON RW 16R/34L	NEW	REDUCE MINIMA	AIP
	TDZ LIGHTS ON RW 16R	NEW	REDUCE MINIMA	AIP
	TDZ LIGHTS ON RW 34L	NEW	REDUCE MINIMA	AIP
	MALSR ON RW 16R	NEW	REDUCE MINIMA	F & E
	MALSR ON RW 34L	NEW	REDUCE MINIMA	F & E
	RVR (TOUCHDOWN) ON RW 16R/34L	NEW	REDUCE MINIMA	F & E
	RVR (MIDPOINT) ON RW 16R/34L	NEW	REDUCE MINIMA	F & E
	RVR (ROLLOUT) ON RW 16R/34L	NEW	REDUCE MINIMA	F & E
	NEW TW'S 3S (SOUTH) ON RW'S 17L & 18R	NEW	INCREASE RW EXIT CAPABILITY RW 18R TW 3S EST COMPL 10/90 RW 17L TW 3S EST COMPL 7/91	AIP

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		NEW TW 61 BETWEEN RW 13L/31R AND EAST CARGO RAMP	NEW	ALLEVIATE CONGESTION ENTERING/ EXITING CARGO RAMP		AIP
	EL PASO INT'L (ELP) ELP R. MONTGOMERY (WM)	RVR ON RW 4	NEW	ENHANCE DEPARTURE CAPABILITY AND EFFICIENCY	JUN 1989	F & E
		REIL ON RW 4	NEW	REQD TO IDENTIFY RW END IN HIGH LIGHT AREA - FY 90 BUDGET REQUEST		F & E
		RVR ON RW 22 (FUNDED)	REPLACE	UPGRADE RVV TO RVR - APPROVED PROJECT - NO EQUIP AVAIL		F & E
		FRANGIBLE ALS STRUCTURES ON RW 22	REPLACE	ALS STRUCTURES ARE NON-FRANGIBLE BEYOND 1000' FROM RW END - INCLUDE IN CONVERSION TO MALSR-NO DATE EQUIP TO BE AVAIL 1/90		F & E
		AIRPORT MASTER PLAN STUDY (FUNDED)	NEW	UNDERWAY - FUNDED IN 87		AIP
	RIO GRANDE VALLEY INT'L (HRL) HRL R. MONTGOMERY (WM)	RVR ON RW 17R (FUNDED)	NEW	UNSCHEDULED-AWAITING EQUIPMENT AVAILABILITY	JUN 1989	F & E
		FRANGIBLE ALS STRUCTURES ON RW 17R	REPLACE	NON-FRANGIBLE BEYOND 400' FROM RW END - FY 90 BUDGET REQUEST		F & E
		CAT I ILS ON RW 31	NEW	PRECISION APPR CAPABILITY REQD TO SUPPORT IFR OPS IN NORTHERLY WIND CONDITIONS AND NOISE ABATEMENT		F & E
		MALSR ON RW 31	NEW	REDUCE MINIMA		F & E
		RVR ON RW 31	NEW	REDUCE MINIMA		F & E

		VASI ON RW 31	NEW	PROVIDE VISUAL GLIDE PATH GUIDANCE		F & E
		REIL ON RW 31	NEW	IDENTIFY ACTUAL RW END IN ABSENCE OF APPROACH LIGHTS-INTERIM MEASURE PRIOR TO MALSR INSTALLATION		F & E
		GROOVE RW 13/31	NEW	IMPROVED TRACTION ON WET RW'S		AIP
		LLWAS	NEW	PROVIDE WINDSHEAR DETECTION NO EQUIPMENT AVAILABLE		F & E
		REIL ON RW 35L	NEW	ENHANCE RW IDENTIFICATION		F & E
	ELLINGTON (EFD) EFD	200' - 1/2 (RVR 2400) CAPABILITIES ON RW 17R/35L	NEW	IMPROVE IFR CAPABILITIES & SCHEDULE INTEGRITY	JUN 1989	F & E
		REIL ON RW 4	NEW	IDENTIFY ACTUAL RW END IN ABSENCE OF APPROACH LIGHTS		F & E
		CAT I ILS ON RW 22 (FUNDED)	NEW	IMPROVE IFR CAPABILITY FUNDED BY FY 90 AIP		F & E
		MALSR ON RW 22 (FUNDED)	NEW	REDUCE MINIMA FUNDED BY FY 90 AIP		F & E
		GROOVE RW 17R/35L	NEW	IMPROVED TRACTION ON WET RW'S		AIP
		GROOVE RW 4/22	NEW	IMPROVED TRACTION ON WET RW'S		AIP
	WILLIAM P. HOBBY (HOU) HOU	RVR ON RW 12R	NEW	REDUCE MINIMA	JUN 1989	
	R. MONTGOMERY (WN)	RVR ON RW 30L	NEW	REDUCED MINIMA		F & E
		REMOVE OBSTACLES AT APPROACH END OF		IMPROVE SAFETY, REDUCE APPROACH		AIP

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	RW 12R/30L		MINIMA AND ELIMINATE DISPLACED LANDING THRESHOLD ON RW 30L		
	MALSR ON RW 30L	NEW	REDUCE MINIMA		F & E
	ASDE	NEW	MONITOR FOR RW INCURSIONS IN FY 89 BUDGET SUBMISSION		F & E
	CAT II ILS ON RW 4	REPLACE	IMPROVE AIRPORT IFR CAPABILITY		F & E
	ALSF-2 ON RW 4	REPLACE	REQD TO SUPPORT CAT II		F & E
	RVR (DUAL) ON RW 4	NEW	WITH CLL, ALLOW DEPARTURES AS LOW AS 600' RVR AND REQD FOR CAT II ILS		F & E
	WIDEN TW B - RW 4/22 FILLET	NEW	REDUCE RW OCCUPANCY TIME		AIP
	MASTER PLAN UPDATE (MOVEMENT AREA) (FUNDED)		IMPROVE SAFETY & EFFICIENCY OF AIRPORT-IN PROGRESS, EST COMPL 9/89		AIP
HOUSTON INTERCONTINENTAL (IAH) IAH S.E. ASHMORE (CO)	ASDE (FUNDED)	NEW	HIGH PRIORITY ITEM NO RELIABLE DATE	JUN 1989	F & E
	CAT III ILS ON RW 27	REPLACE	IMPROVE IFR CAPABILITY EXIST ILS WILL NOT SUPPORT LESS THAN CAT II MINIMA		F & E
	RVR -FUNDED- ON RW 27 CAPABLE OF MINIMA OF 300' OR LESS	REPLACE	EXIST SYSTEM CAPABLE OF 600' MINIMA		F & E
	TW CL LIGHTS BETWEEN RW 9/27 AND TERMINAL	NEW	REQD FOR OPS AT LESS THAN 600' RVR CONDUIT AND CANS INSTALLED		AIP

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SAN ANTONIO INT'L (SAT) SAT R. MONTGOMERY (WN)	RVR -FUNDED- ON RW 12R/30L CAPABLE OF MINIMA AS LOW AS 300'	REPLACE	ALLOW CAT IIIb OPS AT LESS THAN THE CURRENT 600' RVR	JUN 1989	F & E
	HOLDING APRON ON RW 12R	NEW	EFFICIENT DEPARTURE SEQUENCING		AIP
	RVR (ROLLOUT) ON RW 3	NEW	DUAL RVR WITH CLL WILL ALLOW FOR DEPARTURES AT 600' RVR - FY 90 BUDG		F & E
	RVR (TOUCHDOWN) ON RW 3 (FUNDED)	NEW	DUAL RVR WITH CLL WILL ALLOW FOR DEPARTURES AT 600' RVR - FY 90 BUDG		F & E
	CLL ON RW 3/21	NEW	IN RW 3/21 RECONSTRUCTION BUDGET FY 89/90		AIP
	FRANGIBLE ALS STRUCTURES ON RW 3	REPLACE	IMPROVE SAFETY, FY 90 SUPPLEMENTAL REQUEST		F & E
	DMEL ON RW 3	NEW	PROVIDE GREATER DEGREE OF PRECISION FOR RW 3 ILS - IAW FAA-ASP-78-7		F & E
	MLS ON RW 21	NEW	ALLOW USABLE APPROACH CAPABILITY TO RW 21		F & E
	MALSR ON RW 21	NEW	SUPPORT MLS		F & E
LUBBOCK INT'L (LBB) LBB R. MONTGOMERY (WN)	RVR ON RW 26 (FUNDED)	NEW	UNSCHEDULED PROJECT NOT YET ACTIVE NO EQUIPMENT AVAILABLE	JUN 1989	F & E
	DMEL ON RW 26	NEW	IMPROVE ILS PROCEDURE		F & E
MILLER INTERNATIONAL (MFE) MFE	HIRL ON RW 13/31	NEW	REQD FOR RVR	JUN 1989	AIP
J.D. STEPHENS (CO)	RVR ON RW 13	NEW	REDUCE MINIMA		F & E

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		FRANGIBLE ALS STRUCTURES ON RW 13	REPLACE	APPROVED PROJECT - NO DATE		F & E
		LLWAS	NEW	PROVIDE WINDSHEAR DETECTION NO EQUIPMENT AVAILABLE		F & E
	MIDLAND INT'L (MAF) MAF	EXTEND RW 10/28 TO 8600 FEET	NEW	PREAPPLICATION SENT TO FAA 4/88	JAN 1989	AIP
	S. THACKER (AA)	REIL ON RW 16R	NEW			F & E
UT	SALT LAKE CITY INT'L (SLC) SLC	ASDE	NEW		DEC 1988	F & E
		DMEL ON RW 34L	NEW			F & E
		RVR ON RW 34R	NEW			F & E
		CAT III ILS UPGRADE ON RW 34L	NEW/REPL	UPGRADE TO CAT IIIb		F & E
		CAT III ILS UPGRADE ON RW 16R	NEW/REPL	UPGRADE TO CAT IIIb		F & E
		CAT I ILS ON RW 34R	NEW			F & E
		MALSR ON RW 34R	NEW			F & E
		ALSF-2 ON RW 16R	NEW	SUPPORT CAT IIIb		F & E
WA	SEATTLE-TACOMA SEA C. ARGUE (AS)	CAT I ILS ON RW 34L (FUNDED)	NEW	INCREASE CAPACITY IN OTHER THAN VFR CONDITIONS	FEB 1989	F & E
		MALSR ON RW 34L (FUNDED)	NEW			F & E
		CAT I ILS ON RW 16L (FUNDED)	NEW			F & E

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		MALSR ON RW 16L	NEW			F & E
		RVR	NEW			F & E
		ASDE (FUNDED)	NEW			F & E
		IMPROVE/WIDEN A-1 FILLET	NEW			AIP
		BYPASS TW AT RW 16L	NEW			AIP
WI	OUTAGAMIE COUNTY (ATW)	RVR ON RW 3 (FUNDED)	NEW	LOWER OPERATING MINIMUMS	JUL 1987	F & E
	ATW					
	D.R. HINDES (HW)	GROOVE RW 3/21	NEW	OPERATIONAL BENEFIT		AIP
	EAU CLAIRE (EAU)	RVR ON RW 22	NEW	LOWER OPERATING MINIMUMS	JUL 1987	F & E
	EAU					
	D.R. HINDES (HW)	CONTROL TOWER	NEW	INCREASED SAFETY		F & E
	AUSTIN STRAUBEL FIELD (GRB)	RVR ON RW 6R	NEW	CONVERT THRESHOLD TO 250' BASELINE	JUL 1987	F & E
	GRB					
	D.R. HINDES (HW)	RVR (ROLLOUT) ON RW 6R	NEW	LOWER OPERATING MINIMUMS		F & E
		RVR ON RW 36R	NEW	LOWER OPERATING MINIMUMS		F & E
	LACROSSE MUNICIPAL (LSE)	RVR ON RW 18	NEW	LOWER OPERATING MINIMUMS	JUL 1987	F & E
	LSE					
	D.R. HINDES (HW)					
	GENERAL MITCHELL FIELD (MKE)	DME ON LOC ON RW 1L	NEW	APPROACH AID	JUL 1987	F & E
	MKE					
	S. PFLUEGER (UA)	CAT III ILS ON RW 1L	NEW	CAPACITY BENEFIT		F & E

		ALSF-2 (CAT III) ON RW 01L	NEW	CAPACITY BENEFIT		F & E
		VASI-6 ON RW 25L	REPLACE	VASI-4 INSTALLED. VASI-6 ALLOWS WIDE BODY OPERATIONS		F & E
		GS ON RW 25L	NEW			F & E
		ASDE	NEW	BENEFIT TO ATCT IN MOVING GROUND TRAFFIC		F & R
		DME ON LOC ON RW 25L (FUNDED)	NEW	APPROACH AID		F & E
	CENTRAL WISCONSIN (CWA) CWA	RVR ON RW 8	NEW	LOWER OPERATING MINIMUMS	JUL 1987	F & E
	D.R. HINDES (RHI)	CONTROL TOWER	NEW	SAFETY & EFFICIENCY BENEFIT		F & E
WY	JACKSON HOLE (JAC) JAC	MALSR ON RW 18	NEW		DEC 1988	F & E
		RVR ON RW 18	NEW			F & E
		CONTROL TOWER	NEW			F & E
	CASPER (CPR) CPR	RVR ON RW 3 (FUNDED)	NEW			F & E

ATTACHMENT F

RESEARCH, ENGINEERING AND DEVELOPMENT PROGRAM ENHANCEMENTS

ATA recommends that appropriations for FAA's R,E&D program be increased from the $190 million budget request to a level of $260 million. The following table outlines how that money should be apportioned.

1. Airport and ATC System Capacity Enhancement Projects

   $15 million

   - Completion of Precision Runway Monitors development work
   - Airspace procedures development, simulation and validation of advanced approach techniques (triple/ quadruple/converging runways/complex approach paths)
   - Enroute ATC automation aids
   - Airspace procedures development simulation and validation of terminal area controller automation aids
   - Reducing operational impact of wake vortices
   - Development of Airport Surface Traffic Automation and improved visual control means for surface traffic

2. Aviation Security Research Programs

   $17 million

   - Explosives detection
   - Weapons detection
   - Airport security
   - Integration of security systems

3. Human Factors Research

   $5 million

   - Carry out research identified in the National Plan to Enhance Aviation Safety through Human Factors Improvements

4. Aircraft Technology

   $23 million

   - Continued airworthiness of aircraft in service beyond economic design life
   - Non-destructive inspection and testing techniques
   - Fire safety
   - Propulsion safety
   - Noise reduction
   - Fatigue/fracture mechanics
   - University/industry research grants

- Environmental hazards (icing, electromagnetic effects)

5. Weather and Atmospheric Hazards

   $3 million

   - Severe hazard detection and avoidance (wind shear, wake vortices, downbursts)
   - Improved weather data/dissemination

6. Environmental Issues

   $2 million

   - Noise restrictions impact assessment
   - Engine emissions
   - Volatile organic compounds
   - Painting/solvent systems

7. Technology Systems

   $5 million

   - Satellite applications (CNS systems)
   - Expert systems applications

TOTAL R,E&D ENHANCEMENTS:	$70 million

ATTACHMENT G

ATA LIST
OF ADDITIONAL FAA OPERATIONS AND MAINTENANCE ACCOUNT EXPENDITURES OVER AND ABOVE FAA BUDGET REQUEST

QUANTITY	TYPE	COST (millions)
405	Air Traffic Controllers	$ 61
200	Maintenance Technicians	30
30	Instrument Approach Procedures Specialists	5
20	Engineering Specialists	5
--	Additional funds for "Flight Plan for Training" program	39
TOTAL		$ 140

TUESDAY, APRIL 24, 1990.

FAA—AIRCRAFT OWNERS AND PILOTS ASSOCIATION

WITNESS

STEPHEN R. BASSETT, SENIOR VICE PRESIDENT FOR GOVERNMENT AND TECHNICAL AFFAIRS, AOPA

Mr. LEHMAN. Next, please. Mr. Bassett.

Mr. BASSETT. Thank you, Mr. Chairman. My name is Steve Bassett, I'm senior vice president of Aircraft Owners and Pilot's Association. We do appreciate the opportunity to be here with you today. We also appreciate the vigilance that this Committee has maintained over the FAA, in recent years to keep the agency both focused and accountable. Especially with respect to many of the NAS project that are contained in some of our testimony.

Our approach this year, from AOPA perspective is clear. And that is that we are operating on tight fiscal constraints, we clearly have a budget problem in this country and, therefore, prioritization is the byword of our appropriations testimony and indeed of our entire congressional effort this year.

Safety capacity and utility in our view have to be the top priority in terms of how we apply our resources. We do believe that must be setting priorities and we must also be living within our fiscal means. And that means we have to be getting a dollar's worth of value for a dollar's worth of user taxes. Nineteen 90 in our view is very critical year for aviation, for a number of reasons.

One certainly is the nine or ten year record, dismal as it may be, of the National Air Space System Plan or at least a number of elements of it. Also the rapidly developing technologies with which we are confronted with at this day and age, and maybe some of the problems that we have experienced with the NAS plan in the past are actually a blessing in disguise. Because indeed, we are now up to the threshold of some of the new and emerging technologies, that will take us into the 1990's and certainly into the 21st Century. And, therefore, it is our opinion on behalf of our 300,000 members that it is time to rethink our present course with respect to Air Traffic Modernization, air waves modernization and the expenditure of some of our user tax dollars.

To continue the NAS plan at least as we currently know it, in our view would be a mistake, it would be perpetuating to a great extent obsolete technology and it would not be in our view the most prudent technological or financial approach to airways modernization.

Let me digress here just for a moment and say this, that over the last decade AOPA has been one of the most vocal critics of the National Air SPace System Plan and certainly of the FAA's management of the NAS plan and, of course, we will continue to be candid in our observations, we hope those observations assist and help this committee as to liberations regarding funding.

But in no way are our comments to be taken as critical of this subcommittee. We have found in Washington, it is often fashionable to blame the appropriations subcommittee for many of the failures of the NAS plan, that certainly is not our position. Indeed, we think that this committee is the only thing that has kept the FAA to the extent possible both focused and accountable. And, indeed, we also count on the work of this committee relative to MLS flight service stations, and other aspects of the NAS Plan.

Go back to the testimony at hand. Over the last two years, AOPA, has conducted an indepth analysis of the National Air Space System Plan, it's growth, the projects that have been added to it. We have also been participating and watching very closely. Some of the emerging technology in the National Air Space System and it is our conclusion that we right now, in 1990, are on the threshold of evolving into that new technology and with support from the Congress and especially support from this subcommittee, we can begin the process of evolving away from the system as we currently know it and into the system of the future.

And that will be a system that predominantly will rely on satellite technology, global positioning satellite system and out of view also on emerging technology such as LORAN C ground based random routing capability.

Our proposal this year, our support this year, and our recommendations this year are that we begin the process of evolving financially toward the development of a space earth or GPS LORAN C system, we feel comfortable that technologically we can begin the process of evolving into the system, and therefore, by 1995, have trans oceanic operation in place and between 1995 and the year 2000 we can begin evolving this type of a system continentally and by the year 2000 and hopefully the next five years beyond that, if possible we can begin evolving that system into the terminal environment.

We believe that such a hybrid system clearly would be more accurate, more reliable, have a higher degree of integrity, it would provide us with communications and navigation surveillance capability in 3D fashion. It would be less labor intensive certainly more cost effective.

The FAN subcommittee of IKO has estimated that such a system globally will save between $5.2 and $6.6 billion a year, and indeed cost approximately a billion dollars to operate.

In the United States, alone it has been estimated that such a system will save in the long term, somewhere in the neighborhood of $250 billion. So, we currently feel that with 14 of 28 GPS satellites already flying and with the rest of the GPS family to be flying by 1992, that it is indeed technologically feasible for us to begin the transition into that new type of a system and be transoceanic by 1995.

From the FAA's testimony in the past and from other comments from users in the industry it does appear that the direction that we are headed, ultimately toward satellites is a direction which we can all agree. It seems that the debate currently is on the timing. And we are very comfortable that technologically we can begin this evolutionary process by 1995 and over the next 10 to 15 years evolve this system entirely.

Specifically, what we did is took a look at the NAS Plan at 155 of the uncompleted NAS projects. We evaluated those projects based on two criteria. One is the project's ability to function with a space earth system and also it's ability to be a part of the current system in terms of the necessary safety and capacity requirements as we transition to the new system. We support 121 of those 155 projects with $16 billion. However, we also found 34 projects that we believe to be partially or totally discontinued at a savings of approximately $11 billion. They are outlined in our formal testimony which was submitted to the committee and also in the publication, Aviation, The Future is Now, which was also submitted to members of the committee sometime back.

So, that is philosophically the direction that we support. Specifically and we will be brief, relative to airports this year it is our recommendation that financial focus be on the areas of greatest need. We have a major capacity problem at a number of the major primary urban airports in the United States. The 20 major metropolitan areas of the U.S., composed of the 22 primary airports we see in pending grant applications relative to capacity and safety enhancements, approximately $2,2 billion worth of projects that need to be completed. At the corresponding general aviation and reliever airports in those 20 major metropolitan areas, there are 46 pending applications worth approximately $383 million. Therefore, we see airport needs that need to be funded, in our view, worth about $2.5 or $2.6 billion.

At the same time, we recognize that the FAA has once again requested more than $30 million for microwave landing systems. We in the past have been critical of the project. We do not believe that MLS will offer the user community any advantage over current solid state instrument landing systems. The price tag on MLS in our view is staggering, too high when it comes down to prioritization both in terms of costs to the users through the trust fund and direct user cost in terms of equipping their aircraft.

Therefore, our recommendation, this year is that no money be appropriated for MLS. Regarding flight service stations to which this committee has been extremely helpful in the past, we have recommended this year, that 61 automated flight service stations will not be enough to provide the kind of weather and safety information the pilots need in the United States. We are recommending that alternatively we establish a network of auxiliary flight service stations and we would hope that the committee would look favorably on that recommendation as we move through this process.

Relative to research, engineering and development, we are recommending an additional $12 million be set aside for the study of satellites and the beginning of the process of transitioning into a GPS/LORAN C type of a system and relative to LORAN C, we are requesting an additional $20 million for the development and certification of nonprecision approaches, approximately 500 of them in this country. That concludes our formal testimony. We will be happy to answer questions.

[The prepared statement of Mr. Bassett follows:]

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Statement of Stephen R. Bassett

Senior Vice President
Government & Technical Affairs

Aircraft Owners and Pilots Association

Before the

House Committee on Appropriations
Subcommittee on Transportation & Related Agencies

Honorable William Lehman, Chairman

Concerning FAA's FY'91 Budget Request

April 24, 1990

Mr. Chairman, my name is Stephen R. Bassett. I am Senior Vice President for Government and Technical Affairs for the Aircraft Owners and Pilots Association.

AOPA represents the interests of 300,000 individual members who own and fly general aviation aircraft to fulfill their personal and business transportation needs. That is 60% of the active pilots in the United States. AOPA members own or lease 62% of the aircraft in the general aviation fleet.

We appreciate the opportunity to come before this Committee each year to express our views concerning FAA's funding priorities. The consistent vigilance of this Subcommittee has been essential in the effort to keep FAA focused and accountable.

PRIORITIES

Safety, capacity, and utility are the priorities against which every penny of FAA's budget request must be measured. A constant theme in all of our testimony before Congress this year is prioritization. Given the tight fiscal constraints to which we must adhere, we must carefully prioritize if we are to make the tough choices necessary to impact America's air transportation system. There is no room for gold-plating or hobby projects. Federal spending on the air transportation system must be sharply focused.

Once again, the Administration is seeking a substantial increase in FAA funding. FAA has requested total funding of $8.278 billion -- which is 16% more than Congress appropriated for FY90, and 30% more than the FY89 appropriation.

There is considerable mischief in the Administration's request, however. The Administration continues to abdicate its responsibility to set realistic funding priorities for transportation as a whole, leaving it to this Committee and others in Congress to make the tough choices. For example, the Administration has continued the practice of failing to request funding for Amtrak. This sort of foolishness obviously impacts the funding levels which this Committee can establish for all modes of transportation within the budget allocation.

More important from the perspective of the aviation community is the substantial increase in aviation excise taxes which the Administration is advocating. A $13 billion balance has accumulated in the Aviation Trust Fund, more than $7 billion of which is unobligated surplus. How can the Bush Administration claim with a straight face that more taxes are needed, when we have not yet spent our available aviation tax dollars on much needed system capital improvements?

The Administration's answer to the surplus is to draw it down by spending it for FAA's operations and maintenance costs and forcing users to pay for 85% of the FAA's total budget. This is the same tired proposal offered again and again which utterly ignores the enormous public benefit of aviation.

It is time for the Administration to come to the table with proposals reflecting realistic priorities. It is time to ensure the integrity and appropriate allocation of the tax dollars willingly paid into the Trust Fund by AOPA members and thousands of other users to finance the capital needs of the air transportation system.

Transitioning to the future. AOPA contends that FAA's present course, which focuses on completion of the National Airspace System Plan regardless of how long it takes, does not represent the most prudent technological nor fiscal solution to modernizing our air traffic control and airways systems. FAA's course should be redirected.

Before proceeding with my testimony, it is essential that I first emphasize an important point. AOPA has been critical of the NAS Plan over the years, as well as FAA's management of the plan. We will continue to state our views candidly on this issue. But our criticisms should in no way be interpreted as reflecting on the good work this Committee has done to help ensure that our resources are properly utilized.

I repeat that it has been the constant vigilance of this Subcommittee which has kept FAA focused and accountable. And we hope our ongoing critique of FAA's programs has been helpful in that regard.

AOPA recently concluded an in-depth review of the nation's air transportation system. Our findings and recommendations are contained in a report to Congress entitled Aviation: The Future is Now, copies of which have been provided to the Subcommittee.

Our central recommendation is that FAA should initiate an aggressive effort now to begin the transition to the next generation air traffic system linking satellites with a ground-based system, such as LORAN C, for communications, navigation, and surveillance. Technology has advanced to a point where initial implementation of such a hybrid space/earth system is feasible beginning in the mid-1990's.

A hybrid space/earth system linking the Global Positioning System with ground-based, random-routing capability would provide much greater accuracy, reliability, and integrity than the current system. It would also be significantly less costly to operate.

Support from Congress can help ensure that an operational trans-oceanic space/earth system can be in place by 1995. By the year 2000, we believe a fully operational system can be a reality for domestic use in the enroute environment, with potential terminal implementation following thereafter.

We are encouraged by the FAA's clear acknowledgment that technologies such as LORAN C and the GPS satellite system are the wave of the future. Likewise, our colleagues in the industry agree that a satellite-based system must be aviation's ultimate goal.

The U.S. government's Global Positioning System already has launched 14 of 28 satellites, which will provide three-dimensional position reporting. Based on the current launch schedule, all the GPS satellites are scheduled to be in orbit by the end of 1992. The USSR has also embarked on development of its own satellite air navigation system called GLONASS, which can be integrated with the U.S. system to provide worldwide coverage.

The technological advantages of a hybrid space/earth system have been demonstrated, and they are exciting. But those are not the only advantages. The ICAO Committee on Future Air Navigation Systems has estimated that the new global satellite system will cost only about $1 billion annually to operate worldwide and, on a global basis, would save governments and the industry $5.2 to $6.6 billion annually.

In these times of increasingly scarce resources, the substantial short and long-term cost savings inherent in transitioning to such a system are too good to pass up. In addition to being years behind schedule and billions of dollars over cost, many of the FAA's airspace modernization programs have been overtaken by technology. If we begin the transition process now, we can save billions on some of the existing NAS Plan programs which will be unnecessary or incompatible with the system of the future.

AOPA proposes that we resolve to apply resources only to those NAS Plan programs which are compatible with a hybrid space/earth system or which are necessary to ensure the safety and efficiency of the system during the transition. The remainder of our resources for Facilities & Equipment, as well as our technological focus, should be directed to developing the space/earth system of the future.

Our recent report to Congress includes a project-by-project analysis of 155 uncompleted airspace modernization projects. Our analysis focuses on each project's compatibility with an integrated satellite and ground-based system, or its role as interim technology necessary to maintain system safety and efficiency during the transition. AOPA identified 34 projects which can be targeted either for partial or total elimination.

As an attachment to our formal written testimony, we have provided a listing of our projected airspace modernization savings, consolidated according to ten general categories. Our estimated savings total $11 billion. This would reduce total airways modernization costs to approximately $16 billion. A specific project-by-project breakdown can be found in our recent report to Congress.

Among the most significant of the savings we project is $2.6 billion on FAA's planned consolidation of local air traffic control facilities into regional "Area Control Facilities." GAO agrees that alternatives other than consolidation should be considered.

Also significant is $1.3 billion which could be saved by forgoing the development and installation of additional long range radars and surface guidance radars. Much of this equipment will be unnecessary if satellite technology is in place.

Another $1.2 billion could be saved by abandoning FAA's planned procurement of microwave landing systems equipment. This, too, we believe is unnecessary.

We project that $1.1 billion could be saved on the data link aspect of the Mode S program. Satellites are already being used commercially to provide data link services to airline users. FAA should be exploring satellite technology as an alternative to Mode S.

These are several major examples of the consolidated savings we project, and we commend these cost-saving recommendations to the Committee for its consideration. We were pleased by the attention to our proposal demonstrated by the Committee during its questioning of GAO witnesses last week. The Committee requested that GAO analyze the cost saving proposals we have offered. We look forward to seeing the results of the GAO analysis.

The technology of the future already exists, and it will yield a safer, more efficient, and more economical system.

FAA's FY91 BUDGET REQUEST

In light of our emphasis on the need to transition to the next generation of technology, our analysis of this year's budget request is heavily influenced by the anticipated needs of the future. The following comments outline our position and recommendations on the major priorities.

AIRPORTS

Once again this year, the Administration's request for the Airport Improvement Program falls well short of the authorized level for the program. FAA has requested $1.5 billion in contract authority, which is $300 million less than the $1.8 billion authorized level. Yet, our research confirms that the needs clearly exist to justify full funding for the program.

It is of paramount importance to address the airport congestion problem, and to address it first where it is most severe -- in the 20 major metropolitan areas of the country which experience a preponderance of the aircraft and passenger activity. The 22 primary airports located in these metropolitan areas have been identified by the FAA as having the most critical airside congestion problems in the nation.

AOPA's research has focused on the priority airside capacity needs of these 22 primary airports -- as well as the 46 reliever and general aviation airports which comprise the regional network of airports serving the metropolitan areas in which each of the 22 primary airports is located. In AOPA's view, airport congestion problems must be addressed using a systems approach, and these 46 reliever and general aviation airports are an essential element in the national air transportation system.

There are approximately 6,000 public-use airports in the U.S. serving general aviation. To derive an accurate estimate of the total needs at those 6,000 airports is a formidable task. However, the 46 reliever and general aviation airports located in our twenty busiest metropolitan areas are the backbone of the metropolitan airport system. The needs at these airports must be given equal weight to the priority capacity needs at the primary airports in these metropolitan areas.

Priority capacity needs. AOPA has analyzed the pending AIP grant applications applicable to each of the 22 primary airports and 46 reliever and general aviation airports located in these busiest metropolitan areas.

At the 22 primary airports themselves, we have identified pending airside capacity enhancement needs worth approximately $2.2 billion. At the 46 reliever and general aviation airports serving the 20 most congested metropolitan areas, we have identified airside capacity enhancement needs worth approximately $383 million.

Combined, AOPA estimates there are approximately $2.6 billion worth of priority capacity enhancement needs which must be addressed immediately. There are also an additional $5 billion worth of pending grant applications, some dating back as far as 1980. While not all of these pending applications are directly related to the enhancement of airside capacity, many are related to the safety or utility of our airports system and must also be considered among the priorities of the 1990s.

Managing scarce resources. The Administration's budget request proposes a $140 million set aside for reliever airports out of the AIP discretionary account. If this amount and similar funding levels over the next three years is carefully managed and applied to priority needs in our busiest metropolitan areas, our $383 million backlog of priority funding requirements at reliever and general aviation airports would be substantially reduced or eliminated.

It is essential that FAA focus the application of these limited discretionary dollars. As one appropriations staff member recently framed the issue, FAA should be "spending in the margins" -- that is, applying resources to projects where the funds are truly needed and which will yield the most for the dollar, in terms of capacity. We agree.

Priority of need vs. enplanements. Unlike some aspects of aviation, airport capacity is not generally an issue which calls for the development or deployment of new technologies. It is merely necessary many times to ensure that the available resources are directed to the greatest area of need. We suggest an important step which can be taken to improve our ability to prioritize our application of resources.

In our testimony this year before the Congressional authorizing committees, AOPA is proposing a substantial restructuring of the AIP entitlement formula. Relying on the number of enplanements as a means of allocating funds is clearly not the best means of distributing scarce resources under the Airport Improvement Program.

One reason $2.6 billion worth of priority capacity enhancement projects are backlogged is that we continue to rely heavily on the arbitrary number of passenger enplanements to distribute roughly one-half of available AIP dollars. To ensure that the priority needs are addressed first, we should be focusing more heavily on priority of need, rather than merely the number of passenger enplanements.

Airports with commercial passenger service currently receive federal airport entitlement grants based on the number of annual passenger enplanements. For FY91, entitlement grants will equal roughly $700 million, or nearly half of the total $1.5 billion funding request for the Airport Improvement Program. That makes no sense during this period of limited resources.

We suggest that about half the dollars currently allocated on the basis of enplanements should be distributed instead based upon priority of need. These dollars should be applied to airports where the need is greatest and which are most heavily dependent on federal aid, including reliever and general aviation airports in the congested metropolitan areas of the country.

In addition to reducing entitlement payments overall, the AIP entitlement formula should be modified in such a way that remaining enplanement funds are targeted to smaller commercial service airports which rely more heavily on this source of revenue. In other words, enplanement payments to our largest airports should be substantially reduced, since these airports rely on bonds to fund most of their capital needs.

According to a July 1988 analysis by the Congressional Budget Office, our largest airports fund as much as 80-100% of their capital needs through bonds. Smaller commercial service and reliever and general aviation airports, however, are much more dependent on AIP and are unable to tap the bond market.

We believe restructuring the enplanement formula is a realistic and viable way to increase the bang we get for the AIP buck. Let's shift our focus to the priority of need, rather than the number of passengers passing through the turnstile.

AIRWAYS MODERNIZATION

Microwave Landing System. AOPA is among the most vocal opponents of the Microwave Landing System. AOPA and all of the major users of the system have long maintained that the advertised advantages of MLS over modern Instrument Landing Systems have not and cannot be established. The advantages are illusory, and preposterous arguments have been used to sell the program.

For example, one of the selling points most often relied upon by FAA is the possibility that MLS could be used to perform curved or segmented approaches, thereby increasing capacity. Never mind that this capability has yet to be satisfactorily established, that pilots have serious misgivings about flying non-stabilized approaches, and that the political realities of noise are likely to preclude us from flying curved approaches over densely populated neighborhoods unaccustomed to low flying aircraft.

And at airports located in less densely populated regions, any additional capacity which might result from using MLS to fly curved approaches will be wasted. The demand for increased capacity does not exist at such airports, and there is no need to spend the extra money to install MLS.

Furthermore, curved or segmented approaches are already possible using existing and far more economical technology, such as Loran C. And accelerating transition to a system relying on satellite technology will also obviate any need for MLS. Many of the supposed advantages of MLS can be achieved much more economically through deployment of a hybrid space/earth system.

This is merely one example of the faulty arguments FAA has used to justify MLS. There are certainly others.

In addition to the major capital costs of converting to MLS as the primary precision approach system, the MLS program will result in tremendously increased costs to the users of the system. Currently, the approximate cost of purchasing and installing an MLS receiver in a typical general aviation aircraft would run $20,000.

Compare this to the $2,000 price tag for equipping the same aircraft with an ILS receiver. And even if volume eventually results in reduced prices for MSL receivers, estimates are that we can never expect a price better than $6,000 to $8,000 per aircraft. That kind of increased price tag buys no additional benefits for the general aviation pilot who currently relies on ILS.

The MLS program is the second largest cost item in the NAS Plan. Application of the three key priorities -- safety, capacity, and utility -- dictate that this program should be eliminated. The enormous cost to the users and the FAA of replacing existing ILS units with MLS is unjustified. Conventional ILS technology has been improved to the point that it can match MLS in nearly every respect, at a fraction of the cost.

Add to this the fiasco surrounding the default on the Hazeltine contract to produce 178 MLS units, and the reasons to kill the program continue to pile up.

Last year, we advocated and supported the Committee's decision to limit funding to the $12 million necessary to finance the industry backed MLS/ILS evaluation program. This program is currently being carried out to determine once and for all the true merits of MLS as the primary precision approach system. A thorough, objective evaluation is essential to address the persistent criticisms expressed by the aviation community.

The MLS/ILS evaluation program is scheduled to be completed in September of 1991. The program must be completed and the results analyzed before any additional equipment buys are even considered. Yet FAA is requesting $35.2 million for the program this year, most of which our sources tell us is intended to procure at least twenty Category II and III MLS units. What an utter waste of tax dollars!

The MLS program should be killed outright. Here's an ideal way to pay for other, much higher priority needs of the air transportation system.

Flight Service Modernization Program. AOPA is urging the authorizing committees in Congress to mandate an Auxiliary Flight Service Station Program. Under such a program, existing flight service stations located in areas of unique weather or operational conditions critical to the safety of flight would be retained as manned, permanent auxiliary stations. These auxiliary flight service stations would supplement the services provided by the 61 automated stations under FAA's flight service station modernization program.

Our proposal has been well-received. This Committee will obviously be called upon to ensure that resources are made available to support the Auxiliary Flight Service Station Program. For that reason, we are explaining the basic concept here today, and we will be pleased to provide any additional details the Committee may require.

General aviation pilots receive their weather briefings through the nation's flight service station system. Prior to 1982, general aviation pilots seeking a preflight weather briefing could have a one-on-one dialogue with an FSS specialist. These highly-trained specialists were capable of advising pilots on all current and predicted weather conditions and hazards.

Under the NAS Plan, FAA is consolidating the number of FSS's from the 317 existing in 1981 into 61 automated flight service stations. AOPA has supported the flight service modernization program since its inception. Our support, however, has been contingent on FAA commitments that there would be no derogation of service to users at any point during the consolidation and automation effort. Yet when FAA began running into difficulty with the automation phase of the program, it made no attempt to slow or halt the consolidation schedule.

Users were guaranteed "equal or better" service for years, but the FAA redefined the level of "equal" to a new standard, lower than previously accepted by the industry. Congress recognized the problem in 1987, when, as a part of P.L. 100-223, Congress prohibited FAA from closing or reducing hours of operation of any FSS unless the area is served by an automated FSS with so-called "Model One" or better equipment.

Still, the problems persist. The FAA has evidenced bad faith on this issue for years, playing an ongoing shell game with Congress and the users. As a result, there is a much reduced confidence in this vital program.

Sixty-one automated flight service stations will not adequately serve the continental U.S., Alaska, and Hawaii. Since the point in the program when FAA announced that there would be no "Model 2" upgrading of the FSS system, no credible cost/benefit study has been performed to determine just what we are receiving out of the FSS consolidation program in terms of services, productivity, or savings on either personnel or maintenance. We fail to see how safety will be enhanced by removing locally knowledgable professionals in areas of extreme weather or unique operational conditions.

We will never see the full level of flight service station "modernization" originally promised under FAA's modernization program. Consequently, FAA should abandon its original objective of full consolidation for the obvious reasons of safety. AOPA's proposed Auxiliary Flight Service Station Program is the sensible alternative.

Advanced Automation System. The Advanced Automation System is the centerpiece of the FAA's NAS Plan, and it continues to be plagued by problems. GAO testified last week that the system will not be operational in the field until at least the year 2000. And indications are that an additional delay of eighteen months will soon be announced.

One of the persistent problems involves integration between the Advanced Automation System and the Voice Switching and Control System. Neither system will work without the other. Yet the timing and technology of the two programs has been poorly coordinated.

Special focus on AOPA's proposal to accelerate transition to the hybrid space/earth system of the future is helpful here. As we have urged consistently, the Advanced Automation System should be carefully evaluated to ensure that it will be compatible with satellite technology. Too much has been invested in this program to allow it to become obsolete. Appropriate resources and special care should be applied to ensure that the Advanced Automation System can be fully integrated with the next generation of technology.

Area Control Facilities. The NAS Plan calls for consolidating approximately 180 existing terminal control facilities into 23 large "Area Control Facilities." Yet, even the FAA acknowledges that it does not truly know how many Area Control Facilities will ultimately be required. In fact, Admiral Busey himself recently testified before the House Aviation Subcommittee and indicated that FAA is rethinking the concept.

This issue will become increasingly important. From AOPA's perspective, this is a matter of service, as well as cost. The cost of consolidation will be in the range of $2.6 billion, and GAO has suggested that alternatives other than consolidation should be seriously considered. We agree. In addition to the substantial cost, the users of the system must be assured that FAA's desire to "consolidate" does not result in the same kind of derogation of service which has plagued the FSS consolidation effort.

Mode S Program. The Mode S system is intended to replace existing Mode A radar beacon systems -- or transponders --- aboard commercial and general aviation aircraft.

There are two principal advantages of Mode S. First, it will have a greater individual aircraft "code" capability, which should result in decreased signal interference and more accurate position information. Second, Mode S will also have a "data link" capability which is intended to permit exchange of weather information and other data with compatible ground stations. These ground stations are an indispensable component of the Mode S program.

The program is at least four years behind schedule, and GAO witnesses testified last week before the Subcommittee and discussed some of the problems with the program. The FAA has requested $37 million for FY91, which we believe must be specifically applied to developing and implementing the ground equipment so necessary to the program. Only in this way can further program slippages be avoided and the increased cost to users be justified by realizable benefits.

AOPA has supported the concept of the program and believes the advantages are desirable. But Mode S will be of no real utility until the FAA has further developed the essential ground station aspect of the program. Here, also, the advantages of satellites and other emerging technology should be weighed. Mode S may not be the best means of providing data link capability, and it certainly is not the only means. We know of at least two commercial enterprises which are already providing satellite data link services to airline users.

In the meantime, we commend FAA for responding to our request to extend the dates after which Mode S transponders must be installed in all new aircraft and after which Mode A transponders can no longer be manufactured. The date after which Mode S transponders must be installed in new aircraft has been extended from January 1, 1992 to July 1, 1992. The date after which Mode A transponders can no longer be manufactured was extended from December 31 of last year to December 31, 1991.

We hope these extended deadlines will more closely coincide with the projected timetable when Mode S ground station services are likely to be available. If additional delays are likely, however, FAA should be prepared to reconsider these dates again.

OTHER CRITICAL PROGRAMS

Research funding -- satellites. Our ability to accelerate the inevitable transition to a space/earth system hinges largely upon adequate levels of FAA RE&D funding. AOPA is proposing a substantially higher authorized level of $300 million for RE&D in each of the next five years. This will ensure that the research can be completed to help us achieve an accelerated transition to the next generation of technology. Compare this to FAA's much lower funding requests.

For FY91, the Administration has proposed an RE&D budget of $190 million -- an increase over previous years, but still well below authorized levels. And the Administration's proposed reauthorization package calls for $190 million for FY91 and $195 million per year for FY92 through FY95. Although these numbers represent an increase from previously appropriated levels, they still fall woefully short of the actual research needs in aviation.

Much higher funding levels will be necessary if we are to keep pace and take advantage of emerging technologies. AOPA suggests the Committee consider a substantial increase over the Administration request of $190 million for FY91. This would be an important and essential step, building towards the $300 million RE&D funding levels we foresee as necessary in the coming years.

We also propose that at least $12 million be set aside within FAA's RE&D allocation to be used exclusively for research focusing on transition to the hybrid space/earth system of the future. This would double the Administration's request for satellite research funding, and we believe it represents only a beginning. The Committee should also mandate that FAA step up its research activities in this very important area.

Loran C. We are also concerned by the level of requested funding for both research and implementation of Loran C as a navigation system. Loran C holds great promise, on its own and as a system integrated with satellite navigation systems. The first 500 Loran C approaches are theoretically scheduled for implementation some time late this year or early in 1991. However, funds for the monitoring equipment, charting, and certification work necessary to realize this schedule have remained unbudgeted.

AOPA requests that the Committee appropriate $20 million to be used solely for the purpose of developing and certifying Loran C approaches. FAA continues to drag its feet with respect to Loran C, and a strong mandate from this Committee would be invaluable.

Weather programs. There is nothing more important to a general aviation pilot than the timely detection and dissemination of hazardous weather information. General aviation pilots fly "in" the weather. The airlines, with the exception of the critical arrival and departure phase, of course, fly "above" the weather. To AOPA members, weather information is not just helpful, it is potentially life saving.

As part of their respective modernization programs, FAA and the National Weather Service have committed to a combined capital investment of $4 billion to improve weather detection capability. These initiatives include the development and deployment of such technologies as new radars and wind sensors, and they are expected to help address the needs of aviation by providing vastly improved information concerning dangerous weather.

However, FAA and NWS must be encouraged to continue improving their ability to disseminate weather information in usable "product" form to the aviation community. The enhanced ability to gather meteorological information must be matched by a corresponding ability to deliver that information. Otherwise, we cannot ensure system safety, nor realize improved capacity and efficiency. And the cost of developing improved aviation weather products will be a fraction of the capital investment in new detection equipment -- perhaps as little as 5 percent.

On a continuing basis, FAA and NWS must also be encouraged to work together to develop an integrated network of weather services. With the expected appointment of a new FAA weather coordinator and the commitment of FAA and NWS to a national aviation weather plan, we see the beginnings of an important change.

Our members will appreciate this Committee's assistance to help ensure that aviation weather programs are efficiently and economically implemented.

* * * * *

Mr. Chairman, this concludes our comments. I will be happy to respond to questions from the Committee.

FACILITIES & EQUIPMENT SAVINGS ATTAINABLE UNDER AOPA'S PROPOSAL TO ACCELERATE DEVELOPMENT OF A HYBRID SPACE/EARTH SYSTEM

1)	Area Control Facilities (Consolidation of local ATC radar facilities into regional control areas)	$ 2.6 Billion
2)	Radar Programs (Long Range Radar additions and Surface Guidance Radars)	$ 1.3 Billion
3)	MLS (Procurement for FAA planned precision approach equipment)	$ 1.2 Billion
4)	Mode S Data Link (Using VHF data link now (ACARS) and SAT/ADS later better option)	$ 1.1 Billion
5)	Transponder Beacon Interrogator (ATCBI) (Upgrades in Mode C detection equipment for ATC)	$ 1.0 Billion
6)	General Support (Slush fund-consisting of overhead, contractors, etc.)	$ 1.0 Billion
7)	Identified Airport F&E (For Denver, Dallas, Austin)	$ .308 Billion
8)	Systems Engineering Integration Contract (SEIC) (NAS management for Martin Marietta)	$ .3 Billion
9)	VOR's (location upgrades)	$ .2 Billion
10)	"Gold Plating" Projects	$ 2.0 Billion
	TOTAL	$11.0 Billion

TUESDAY, APRIL 24, 1990.

FAA—AIRPORT OPERATORS COUNCIL INTERNATIONAL [AOCI], AMERICAN ASSOCIATION OF AIRPORT EXECUTIVES

WITNESS

GEORGE HOWARD, EXECUTIVE DIRECTOR, AOCI

Mr. LEHMAN. Let's see, Mr. Howard is next.

Mr. HOWARD. Yes. I'm President of Airport Operators Counsel International, and my testimony is on behalf of my association as well as the American Association of Airport Executives. We have a written statement that is being submitted.

Since the earliest days of aviation, local governments had the responsibility of developing, operating and financing our commercial airports. While the Federal dollars provided through the Airport Improvement Program, have and should continue to play an important role in airport capital development, they have not provided the funds necessary to build the new runways and new airports that are needed.

Just in the past decade, airports have had their resources stretched by a 33 percent increase in operations, a 64 percent increase in operations at hub airports and 87 percent increase in passenger enplanements.

Virtually every day, there are headlines that our nation's airport systems suffer from over congestion and under investment. New and more effective means of financing our airport systems must be found. Currently 21 major airports are considered seriously congested by FAA's definition, each having more than 20,000 hours of delay, with some having over 100,000 hours of delay. These airports account for 57 percent of all passenger enplanements.

Over the next 10 years the number of airline passengers is expected to increase by 70 percent. Without greater investment and major improvements in airport capacity, FAA predicts that 67 airports will become seriously congested by the end of the decade, causing significant delays for almost 90 percent of all passengers.

Recently, our two associations conducted an extensive survey of U.S. airports and determined that capital development funding needs topped $110 billion annually, for the next five years. We estimate that approximately 60 percent or $6 billion annually of the total airport project costs are eligible for Federal funding. Far more than the current $1.8 billion AIP authorization and the administration's AIP budget request of $1.5 billion for fiscal 1991.

The FAA has also identified more than $30 billion in AIP eligible projects over the next five years. While the majority of the projects are needed for air sight improvements, such as runways, and taxi ways, a significant portion is for land side facility improvement and expansion to reduce congestion.

The largest capacity constraint at several of our nation's major airports is the lack of adequate landside facilities. Improving runways, curbside, terminal buildings and gates represents a growing need at many airports. Unfortunately, many of these projects are ineligible for Federal assistance or receive low priority given limited AIP funds.

If the AIP program were to continue to fund it's traditional one third of total airport development costs, more than $3 billion in annual federal funding would be needed. This is more than double the current $1.4 billion AIP appropriations level. Increasing Federal airport funding is critical to the industry being able to effectively respond to the growing demands by the traveling public for increased air transportation.

We believe that the best way to solve our nation's airport financing and capacity problems is for Congress to fully fund the AIP program at it's authorized level and to allow airports the option of assessing a modest charge on air travellers using their facilities.

In 1973, Congress prohibited the airports from imposing such a charge. And when deregulation was enacted in 1978, the federal prohibition on local passenger charges was not repealed and the local and state governments responsible for financing our nation's airports were left with the limited resources to meet growing air traffic demand.

We applaud Transportation Secretary Skinner's recognition that airports need an immediate infusion of capital, much more than realistically can be provided by the current federal budget process. As proposed by the Administration, a three dollar passenger facility charge would generate approximately one billion dollars per year for the thirty-one largest U.S. airports alone.

PSC would also enable airports to become self-reliant by enhancing their ability to finance projects through the bond market. An independent local revenue source such as the PFC can be leveraged to dramatically increase bonding power and provide a valuable revenue source for debt service.

In addition to being a more substantial and reliable source of airport funding, PFCs would help airports expand and provide the facilities needed to encourage airline competition. PFC offers tremendous financing advantages for airports of all sizes. However, in order to meet the capital needs nationwide, airports need the option of raising revenues through a PFC in addition to increased AIP funds.

Mr. Chairman, we cannot stress enough the importance of increasing federal funding, spending down the trust fund surplus, and authorizing the PFC. We know that you do not have jurisdiction over the PFC authorization. However you can help us begin by spending the surplus immediately.

We want to thank you, Mr. Chairman, for recognizing the need to explore alternate airport capacity funding ideas. The language that you included in the fiscal 1990 Department of Transportation appropriations report instructing DOT to convene a select group of airports and aviation users to review the issues has been very successful. A report on the group's findings has just been released.

With regard to facilities and equipment, we support the FAA's proposed budget increase to $2.5 billion. AOCI and EEE, like virtually the entire industry, believe that $3 billion is the appropriate figure for fiscal 1991.

In addition, we find ourselves at a critical juncture in the FAA RE&D program with a new FAA Administrator, an important functional realignment of the R&D activity, and a new recognition of the importance of a viable R&D program in FAA. To accomplish what must be done, we believe that a funding level of $260 million per year is appropriate and needed.

The efforts by FAA to create a vital and vibrant research, engineering, and development organization to succeed with the help of Congress and the aviation community, this amount is well justified.

Mr. Chairman, we provided a detailed description of our F&E needs in our written testimony. As this committee knows, the top 270 airports in the United States are in the process of developing and installing security access control systems. The total bill on these systems will approach one billion dollars compared to FAA's estimate of $100 million. Therefore it is imperative that the subcommittee provide the AIP funds necessary for airports to meet these security requirements.

Last year, the fiscal year 1990 DOT appropriations report directed the FAA to conduct operational testing of access control systems at four airports of varying size and complexity. Unfortunately that directive was never undertaken, and we recommend that this subcommittee provide R&D funds in the amount of $43 million for that purpose.

Mr. Chairman, I would like to briefly touch on two other issues for fiscal 1991. We urge the Subcommittee to improve an essential air service budget of $27 million so that the newly revised programs can be adequately funded. And we support the contract tower program which saves taxpayers approximately $2 million annually and which has received positive reviews from all involved.

To date over twenty airports are participating in this private sector program which is an excellent example of how government and the private sector can work together to maximize vital services at a reduced cost.

We thank the subcommittee for its past support of this program and encourage you to provide the necessary leadership to expand and improve this important service for smaller communities.

Mr. Chairman, once again, thank you for the opportunity to present our concerns about airport and FAA funding. I would be happy to address any questions at the appropriate time.

Mr. LEHMAN. Thank you, Mr. Howard.

[The prepared statement of Mr. Howard follows:]

AIRPORT OPERATORS COUNCIL INTERNATIONAL

American Association of Airport Executives

Statement of

THE AIRPORT OPERATORS COUNCIL INTERNATIONAL

and

THE AMERICAN ASSOCIATION OF AIRPORT EXECUTIVES

Before the House Committee on Appropriations

Subcommittee on Transportation

April 24, 1990

AOCI represents the local, regional and state governing bodies that own and operate the principal airports served by scheduled air carriers in the United States and throughout the world. AOCI's member airports enplane more than 90 percent of the total domestic and virtually all international scheduled airline passenger and cargo traffic in the United States.

AAAE is the professional organization representing 1,800 airport executives who are responsible for planning, management and operations of airports nationwide.

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JOINT TESTIMONY PRESENTED BY GEORGE HOWARD, PRESIDENT OF THE AIRPORT OPERATORS COUNCIL INTERNATIONAL (AOCI), ON BEHALF OF AOCI AND THE AMERICAN ASSOCIATION OF AIRPORT EXECUTIVES (AAAE) BEFORE THE HOUSE APPROPRIATIONS SUBCOMMITTEE ON TRANSPORTATION

APRIL 24, 1990

Good morning. I am George Howard, President of the Airport Operators Council International (AOCI). My testimony today is on behalf of AOCI and the American Association of Airport Executives (AAAE). The members we represent are the not-for-profit local and state governmental bodies, and the men and women who manage and operate our nation's airports. We want to thank you for the opportunity to testify on the Federal Aviation Administrations (FAA) fiscal year 1991 budget request, and funding for airports in particular.

Our testimony today will focus on the need and justification for:

- Full funding of the $1.8 billion authorized in fiscal year 1991 for the Airport Improvement Program (AIP).
- Enactment of legislation returning to airports the authority to impose a Passenger Facility Charge (PFC) to enhance local financing capabilities to improve airport development and promote airline competition.
- Adequate Facilities and Equipment (F&E) and Research, Engineering and Development (RE&D) funding for innovative technological solutions to increase airport capacity and reduce congestions and delays.
- Increased funding for aviation security system development.
- Full funding for the Essential Air Service (EAS) program.
- Continued federal support for the Contract Tower program.

THE FINANCING NEEDS OF OUR NATION'S AIRPORTS

As you know, since the earliest days of aviation, local governments have had the responsibility for developing, operating and financing our country's commercial airports. While the federal dollars provided through the Airport Improvement Program (AIP) have and should continue to play an important role in airport capital development, they have not provided the funds necessary to build the new runways and new airports that are needed. Just in the past decade, airports have had their resources stretched by a 33 percent overall increase in airline operations, a 64 percent increase in operations at hub airports, and an 87 percent increase in passenger enplanements.

Virtually every day we read headlines that our nation's airport system suffers from over-congestion and under-investment. New and more effective means of financing our airport system must be found.
Currently 21 major airports are considered seriously congested by FAA's definition - each having more than 20,000 hours of delay annually, with some having over 100,000 hours of delay. These airports account for 57 percent of all passenger enplanements. Over the next ten years the number of airline passengers is expected to increase from 482 million to 822 million, a 70 percent increase. Without greater investment and major improvements in airport capacity, FAA predicts that 67 airports will become seriously congested by the end of the decade, causing significant delays for 88 percent of all air travellers.

Recently, AOCI and AAAE conducted an extensive survey of U.S. airports to determine their capital development funding needs over the next five years (1991-1995). The survey revealed that total capital development financing needs for airports nationwide are approximately $50 billion over the five year period - an average of $10 billion per year. (See Attachment 1)

Projects at large hub airports (those enplaning at least 4.8 million passengers each) represent half of the $50 billion, five-year total. Medium hub airports (1.3-4.8 million passengers) account for about 15 percent; small hub airports (242,000 to 1.2 million enplanements) comprise 9 percent; non-hub airports (10,000 to 241,000 enplanements) totaled 12.5 percent; reliever airports require 6 percent and general aviation airports account for 8.5 percent.

While the stated needs are dramatic, they are still conservative. Over $10 billion in projects that airports have planned in 1990, many of which inevitably will be delayed due to the lack of funding, are not included in the $50 billion estimate. Nor does our survey reflect the costs of new commercial airports that will be needed beyond those presently planned for Denver and Austin.

We estimate that approximately 60 percent, or $6 billion annually, of the total airport project costs are eligible for federal funding - far more than the current $1.8 billion AIP authorization and the administration's AIP budget request of $1.5 billion for fiscal year 1991. The FAA has also identified more than $30 billion in AIP eligible projects over the next five years. (See Attachment 2)

Current capacity shortages are clearly driving the bulk of airport capital development plans. Approximately 75 percent to 85 percent of the total projects are needed to increase capacity and expand the airports. Roughly 5 percent are related to safety and security enhancement, while approximately 10 percent are needed to rebuild airport facilities and preserve existing capacity. Of course, many of the projects will have multiple benefits, such as increasing both capacity and safety.

While the majority of the projects are needed for airside improvements, such as runways and taxiways, a significant portion is for landside facility improvements and expansion to reduce congestion. The largest capacity constraint at several of our nation's major airports is the lack of adequate landside facilities. Improving roadways, curbsides, terminal buildings and gates represents a growing need at many airports. Unfortunately, many of these projects are ineligible for federal assistance or receive low priority given limited AIP funds.

If the AIP program were to continue to fund its traditional one-third share of total airport development costs, more than $3 billion in annual federal funding would be needed. This is more than double the current $1.4 billion AIP appropriations level. Increasing federal airport grant funding is critical to the industry being able to effectively respond to the growing demands by the travelling public for increased air transportation facilities.

We believe that the best and most realistic and effective way to solve our nation's airport financing and capacity problems is for Congress to fully fund the AIP program at its authorized level and to allow airports the option of assessing a modest charge on air travelers using their facilities. As it relates to the latter, airports had such authority prior to 1973. In 1973, Congress prohibited airports from imposing such a charge. However, when deregulation was enacted in 1978, the federal prohibition on local passenger charges was not repealed and the local and state governments responsible for financing our nation's airports were left with limited resources to meet growing air traffic demand.

We strongly applaud Transportation Secretary Samuel Skinner's recognition that airports need an immediate infusion of capital, much more than can be realistically provided by the current federal budget process. As proposed by the administration a $3 Passenger Facility Charge (PFC) would generate approximately $1 billion per year for the 31 largest U.S. airports alone. The PFC would also enable airports to become self-reliant by enhancing their ability to finance projects through the bond market. An independent local revenue source, such as a PFC, can be leveraged to dramatically increase bonding power and provide a valuable revenue source for debt service.

We support much of the administration's PFC proposal, but we believe that airports should be allowed to retain at least a portion of their entitlement funds, which the administration proposal would eliminate. The AOCI/AAAE PFC proposal would allow large and medium hub airports to retain 50 percent of their entitlement funds, if they choose to impose a PFC. Small airports would keep 100 percent of their entitlements under our proposal. (See Attachment 3)

The PFC offers tremendous financing advantages for airports of all sizes (See Attachment 4). However, in order to meet the capital needs nationwide, airports need the option of raising revenue through the PFC **in addition to increased AIP funds.** Under both the administration and the AOCI/AAAE PFC proposals, the foregone entitlement money would stay in the Airport Improvement Program and be used to increase the discretionary fund for all sizes of airports.

In addition to being a more substantial and reliable source of airport funding, PFCs would help airports expand and provide the facilities needed to encourage airline competition. Last year we conducted a survey and found that the lack of available airport gates represents a substantial barrier to entry for new entrant airlines and incumbents seeking to expand service. At the 30 largest airports, only 2 percent of total gates could be made available on a competitive basis - that is, without the approval or control of the dominant carriers at the airport. During congressional hearings on the subject of airline concentration and competition, both the Department of Transportation (DOT) and the General Accounting Office (GAO) testified that a PFC would enhance airport capacity and encourage airline competition.

Our two associations continue to support efforts to spend down the aviation trust fund surplus, hoping that it will provide more airport capacity funding. However, we also recognize that there are other important needs competing for the same dollars - namely, new air traffic control equipment, enhanced safety and security research and development and increased air traffic controller positions.

We want to thank you Mr. Chairman, for recognizing the need to explore alternative airport capacity funding ideas. The language you included in the fiscal year 1990 Department of Transportation (DOT) appropriations report, instructing DOT to convene a select group of airports and aviation users to review the issues surrounding repeal of the PFC prohibition, has been very useful. A report on the group's findings has just been released.

Some airport users assert that traditional methods of airport financing are adequate to take care of the projected need. These groups state that airports should rely more on the bond market. However it is important to remember that bonding is not a source of revenue, but a mechanism that requires dedicated revenues to repay bond proceeds. In order for airports to obtain significantly higher levels of financing through bonding we would need to significantly increase rates and charges to airlines and other users - or be given new revenue sources - to service higher long-term debt costs. In a recent article about airport capital needs, Standard and Poor's expressed concern about the ability of air carriers to pay the increased fees required to meet airport needs nationwide. Standard and Poor's went on to say that "it is imperative that airports have a revenue source they control."

Many airports face serious constraints on their bonding capabilities and project financing in general. Majority-in-interest clauses and related airline lease restrictions typically require the airlines' approval before the airport may undertake capital improvements, issue bonds and/or increase rates and charges to the airlines that are needed for expansion projects and debt financing. Twenty-five of the 30 largest airports have at least one restriction on project financing in their leases. Clearly, airports would not be able to incur substantially greater debt burdens and raise the capital needed without a new revenue source to repay that debt.

Mr. Chairman, airports are willing to do their part to finance major capital improvements, but airports desperately need both an increase in federal grant funding and the Congressional authority to raise additional revenues locally with a PFC.

FACILITIES AND EQUIPMENT FUNDING

With regard to Facilities and Equipment (F&E) funding, we support the FAA's proposed budget increase to $2.5 billion. AOCI and AAAE, like virtually the entire industry, however, believe that $3 billion is the appropriate figure for FY1991.

The generation of capacity is the responsibility of the Federal government for airspace and airside capacity, since that capacity is of importance to the nation, the military, and general aviation, as well as the airlines. The assurance of safety of the services needs to be under Federal control. As a matter of principle, within technical limits, capacity should be provided to meet the needs of the economy.

It is considered that the provision of air traffic management and control services is a continuum from departure to arrival, and that it is counterproductive to consider a break in operating responsibility between enroute and terminal area air traffic control services.

Most of the aviation industry has for years given strong support to the National Airspace System Plan developed and announced in late 1981. It was a coherent, integrated series of programs which, taken together, were to provide a major, and in the minds of many, an overdue modernization of the FAA technical support system for aviation.

Now, eight years after the NAS Plan implementation effort began, a number of the programs are late, many will cost more than had been hoped, and the NAS Plan will deliver less than initially promised, especially in the automation of the air traffic control process which is the major direct tangible benefit to the users of the airspace.

It may be appealing to some to use these problems as an excuse to stop the NAS Plan and "start over". This would be a serious mistake. Instead, Congress, the Administration, and the users need to help FAA discuss the real problems candidly, and to lay out in terms of funding, personnel, needed freedom-of-action and authority, what it will take to rapidly complete the present programs and to embark on the needed new ones.

We support the earliest possible completion of the present efforts, but propose an energetic effort to go beyond them, to:

a. move the present programs which are the foundation for future improvement to rapid completion,

b. conduct the new R&D needed (primarily adapt the massive body of work already done) to determine how the present programs need to evolve and what new ones are needed,

c. develop a system engineering process in FAA, as recommended by the FAA Administrator's Research and Development Advisory Committee, which would provide a coherent process from system concept development by a broad-gauged FAA system design team to system implementation and use. This process can and must function without the time-consuming and wasteful internal hurdles which have plagued the development and implementation of many NAS Plan systems, and which create years-long delays in implementation of innovative ideas and developments, and

d. develop a candid appraisal of how much money and FAA personnel will be needed over what period to bring these efforts to completion at the earliest possible time.

We believe there is reason for hope in FAA's recent realignment and new dedication to improve the procurement and acquisition process. We believe also that there must be adequate funding for FAA F&E to carry out the programs in a truly expeditious way to meet the needs, and we believe that $3 billion is the right figure.

We have specific recommendations with respect to satellite activities, and to the FAA F&E request, which we believe requires further consideration. Our thoughts are given in Attachment 5.

AIRPORT CAPACITY F&E

We also need increased F&E dollars for airport capacity technology initiatives which can help increase capacity of existing airport facilities. Major gains are achievable from a series of projects strongly supported by airports and the Industry Task Force on Airport Capacity Improvements and Delay Reduction. Due to the interest and support of this subcommittee, most of these projects are under way. They need continued support and high priority, however, to realize completion and implementation.

During the past year, FAA has successfully conducted demonstrations of two new precision runway monitor systems intended to significantly improve airport runway capacity and safety. Benefits analysis indicates that thousands of hours of flight delay savings could occur at dozens of airports. With respect to F&E procurement of Precision Runway Monitors, which we believe will make possible safe reductions in the required spacing for independent IFR parallel runway operations and will have a major beneficial effect for independent converging IFR operations, as well, FAA needs help. This tool has the potential for providing significant airport capacity relief in the short term, but the procurement process FAA is apparently obligated to use may delay the beneficial use of these systems until 1996 or 1997.

We believe, as does the Administrator's Aviation System Capacity Task Force, that these sensor systems are valuable, and that their benefit is sufficiently clear that F&E procurement of at least eight of these sensors should proceed now, with minimum delay and using a procurement process which will take less than six or seven years.

The Aviation System Capacity Task Force has offered several recommendations to help speed up the implementation of this valuable tool. Among them:

* that FAA be permitted to procure at least

three additional Quick-Scan systems and at least three back-to-back system sole source and that $20 million of the FY91 funds be allocated accordingly;

- that FAA should proceed immediately to complete production specifications for both types of sensors by July, 1990;

- that the production specifications for the sensors should call for realistic reliability/integrity standards, commensurate with the status of the sensors as systems intended for special procedures and not primary navigation or surveillance systems;

- that FAA should begin work on the development of operating criteria and minima for use of the new sensors such that they are available for use by September, 1990;

- that the new sensors, in addition to procurement under the FAA F&E program, be made eligible for AIP funding, and private purchase where appropriate, but with arrangements to have such sensors taken over by FAA for ownership, operations and maintenance.

We urge Congress to help give FAA the authority to move out smartly to bring these valuable tools to beneficial use.

In summary, we recommend that the subcommittee earmark $20 million for F&E in FY91 for precision runway monitor system. The FAA should determine sites for placement of the expedited system procurement and planned procurement should continue for additional candidate sites.

RESEARCH, ENGINEERING AND DEVELOPMENT FUNDING

We find ourselves at a critical juncture in the FAA R,E&D program with a new FAA administrator, an important functional realignment of the R,E&D activity, and a new recognition of the importance of a viable R&D program in FAA.

We applaud and support the FAA Administrator's recently-announced "A Vision of the Future: The ATC System Beyond the NAS Plan." This is a valuable blueprint for the future that reflects the views not only of FAA, but of a broad sweep of industry thinking in the U.S. and of governments around the world. It deserves to be the basis of FAA R,E&D efforts for the future.

To accomplish what must be done, we believe a funding level of $260 million per year for fiscal years 1991 to 1995 is appropriate and needed. If the efforts by FAA to create a vital and vibrant research engineering and development organization succeed with the help of Congress and the aviation community, this amount is well justified.

To follow through on the Administrator's Vision of the Future System, FAA should energetically pursue the systems discussed therein, in the context of the major thrusts FAA has now identified as its objectives.

Comments on the recent FAA realignment, as seen by the coalition of aviation associations and presented to Congress as part of its R,E&D testimony, are given in Attachment 6. It gives us hope for major improvements in FAA's R,E&D efforts, if an adequate base of skills can be built up in FAA.

DOT/FAA has requested R,E&D funding authorization for the next five years at $190 million for FY-1991, and $195 million for each of the following four years.

The industry view is that the funding authorization should be at the level of $260 million for R,E&D, given the challenges that face FAA and the aviation industry. We make this recommendation under the assumptions, stated above, that the good FAA intentions will be brought to reality.

The introduction of real air traffic control automation, the exploitation of airport and system capacity technologies, the transition to the new technology systems now becoming available, and the transition to a more flexible and cooperative air traffic control process will demand an intensive and well-funded effort.

The growing recognition that R,E&D does not end with demonstration of feasibility, but includes everything necessary to prepare for production, implementation and procedure development on new concepts and systems justifies the increased funding.

While the majority of FAA's efforts are development rather than research, a percentage of the FAA effort, perhaps 15%, should be earmarked specifically for innovative, exploratory research and analysis into issues of safety, air traffic control enhancement, and human factors.

For FY-91 as well as the years beyond, we believe that the amount requested by FAA, $190 million, is not sufficient to carry out the necessary work with the urgency or intensity it needs:

> As discussed in Attachment 7, there is a need for continued emphasis on development and application of airport/system capacity

technology. A funding level of $35 million annually (not including the airport-related R&D item just below) for activities supporting safe full time increases in airport/system capacity is considered appropriate. We believe approximately $20 million of the FAA's proposed $31.7 million meets the House definition of full-time capacity gainers, leaving a shortfall of

$15m

The need for continued improvement in airport surface/pavement, in which there is a major federal investment, requires sustained and output-oriented R,E&D effort (Attachment 8). A minimum level of $5 million annually is considered appropriate. We think approximately $2 million in FAA's proposal is directly applicable to this item, leaving a shortfall of

$3m

For Security R&D, as discussed in Attachment 9, the amount needed is $42.7 million. The estimated shortfall is

$17.6m

For Human Factors work, as described above, the amount needed is $21.5 million, leaving a shortfall of

$5.2m

For aircraft technology work as described above, the amount needed is $54.5 million, including the presently unfunded university research grants program at $10 million, leaving a shortfall of

$23m

For weather related-research and development as discussed above, we believe a level of $12 million is reasonable, leaving a shortfall vs. FAA's proposal of

$3.3m

There is need to expand FAA's noise research program to develop a methodology to quantify the impact on operational capacity and air commerce of airport noise restrictions, to reexamine currently used noise metrics and to further progress development of aircraft noise abatement technology. Other environmental issues needing additional effort include those relating to Clean Air Act amendments being considered by Congress: engine emissions for both subsonic and supersonic aircraft, use of volatile organic compounds in manufacturing and maintenance operations and development of environmentally acceptable paints and coatings. FAA's request for $2.4 million should be increased to $4.4 million, leaving a shortfall of

$2.0m

For the special studies/projects identified above on expert systems and computer technology, satellites discussion of , and flexible routing, an additional $2 million each is need, ,leaving a shortfall of

$6m

Shortfall: $75.1 million

Appropriation of this $75.1 million would bring FAA's R,E&D funding essentially to the $260 million identified by the aviation associations.

While the majority of FAA's efforts are development rather than research, a percentage of the FAA effort, perhaps 15%, should be earmarked specifically for innovative, exploratory research and analysis into issues of safety, air traffic control enhancement, and human factors.

AVIATION SECURITY FUNDING NEEDS

As this subcommittee knows, the top 270 airports in the US are in the process of developing and installing security access control systems as required by FAR part 107.14. The total bill on these systems will approach $1 billion, compared to FAA's estimates of $100 million. Therefore, it is imperative that the subcommittee provide the AIP funds necessary for airports to meet these new security requirements.

Last year, the fiscal year 1990 DOT appropriations report directed the FAA to conduct operational testing of access control systems at four airports of varying size and complexity. Unfortunately, that directive was never undertaken.

One possible reason is lack of funding, which we suggest may still not be too late. Although some major airports have begun to implement their amended security plans, the constantly changing interpretations, explanations and clarifications of the requirements emanating from FAA are causing airports to review their plans even as they are being installed. Therefore, we recommend the Subcommittee provide R,E&D funds (as given in Attachment 7) in the amount of $42.7 million.

ESSENTIAL AIR SERVICE

For fiscal year 1991, we urge the subcommittee to approve an EAS budget of $27.5 million so that the newly revised program can be adequately funded. However, for the EAS program to be ultimately successful, DOT must provide incentives and enhancements so that communities and air carriers can develop effective marketing programs and thus become less dependent upon federal subsidies. Additionally, DOT must carefully monitor the program to ensure that funds are being spent effectively and efficiently. For example, some EAS carriers have been waiting for an excessive period of time to have their airline subsidy rate agreements renegotiated to reflect changing economic and market conditions, thereby creating an extremely unstable environment for the affected communities.

CONTRACT TOWER PROGRAM

Since the 1981 air traffic controllers strike, the FAA has contracted to the private sector through local governments air traffic control services at a number of selected local activity Level I visual flight rule (VFR) airports. The contract tower program, which saves taxpayers approximately $2 million annually, has received positive reviews from all involved, including FAA, local governments and aviation system users.

To date, over 20 airports are participating in this private sector program which is an excellent example of how government and the private sector can work together to maximize vital services at a reduced cost. We thank the subcommittee for its past support of this program and encourage you to continue providing the necessary leadership to expand and improve this important service for smaller communities.

Mr. Chairman, once again thank you for the opportunity to present our concerns about airport and FAA funding to the subcommittee.

ATTACHMENT I

AOCI/AAAE U.S. AIRPORT
CAPITAL DEVELOPMENT NEEDS FOR
1990-2000

(as of January 9, 1990)

AIRPORT OPERATORS COUNCIL INTERNATIONAL
1220 19th Street, NW, Suite 800
Washington, DC 20036
202/293-8500
TeleFax: 202/331-1362

AMERICAN ASSOCIATION OF AIRPORT EXECUTIVES
4224 King Street
Alexandria, Va 22302
703/824-0500
TeleFax: 703/820-1395

AOCI/AAAE U.S. AIRPORT CAPITAL DEVELOPMENT NEEDS FOR 1990-2000
($ Billions)

	Expenditure by Year						Total	Total	Total
HUB SIZE	1990	1991	1992	1993	1994	1995	1991-1995	1996-2000	All Needs 1991 - 2000
Large	4.8	3.9	3.9	3.9	3.9	3.9	19.7	8.0	27.7
Medium	1.7	1.2	1.2	1.2	1.2	1.2	6.0	3.8	9.8
Small	0.7	0.7	0.7	0.7	0.7	0.7	3.7	1.0	4.7
Non-Hub	1.0	1.0	1.0	1.0	1.0	1.0	5.0	2.1	7.1
Reliever	0.5	0.5	0.5	0.5	0.5	0.5	2.5	1.0	3.5
General Aviation	0.7	0.7	0.7	0.7	0.7	0.7	3.5	1.6	5.1
Total Cost (Constant $)	9.4	8.0	8.0	8.0	8.0	8.0	40.4	14.9	55.3
Inflation	0.8	1.1	1.6	2.1	2.6	3.1	10.1	11.7	21.8
Total Cost (Current $)	10.2	9.1	9.6	10.1	10.6	11.1	50.5	26.6	77.1

Notes:

1. Row figures may not sum to totals due to rounding. All costs are total project costs including overheads -- architectural and engineering, contingency and construction management costs.

2. Expenditures between 1991 and 1995 are averaged to better represent actual spending patterns. The survey results indicated larger expenditures in the early years which reflects the desire of airports to move ahead with needed capacity projects. Capital plans are less certain the further out one looks in the future, as indicated by the differences in magnitude of the 1991 - 1995 and 1996 - 2000 capital needs totals. In reality, actual expenditure patterns are more evenly spread because of project delays and the uncertainty of federal and other funding. For example, the $10.2 billion in needs indicated in 1990 will inevitably spill over into other years because of these constraints.

3. Inflation includes a 5% construction cost inflation factor and a minor adjustment for financial costs during construction.

4. The reliever and general aviation airport development costs are based on the FAA's preliminary 1990 NPIAS plan.

5. Total costs are conservative in that they do not include costs for new airports as identified by the NPIAS, except for the new Denver and Austin airports.

AOCI/AAAE U.S. AIRPORT CAPITAL DEVELOPMENT NEEDS SURVEY SAMPLE
(as of January 9, 1990)

HUB SIZE	Enplanements (Millions)	U.S. Total (NPIAS)	AOCI Sample	Survey Response Rate
Large Hub	4.8 +	29	29	100%
Medium Hub	1.3 - 4.8	42	27	64
Small Hub	.242 - 1.2	78	18	23
Non-Hub	.001 - .241	613	93	15
Reliever	---	274	274	Used FAA's NPIAS Costs
General Aviation	---	2474	2474	
Total		3510	2915	83%

ATTACHMENT II

March 12, 1990

Honorable James Oberstar
Chairman
Subcommittee on Aviation
Committee on Public Works & Transportation
2251 Rayburn House Office Building
Washington, DC 20515

Dear Chairman Oberstar:

At the Subcommittee's hearing on February 6th regarding Future Airport Capacity Needs, AOCI/AAAE and FAA witnesses provided our respective cost estimates of future capital development needs for the nation's airports. The capital needs estimated by AOCI and AAAE were based on an extensive survey of airports to determine essential and needed capital improvement projects over the next five- and ten-year periods. FAA's projections were based on the preliminary 1990 National Plan of Integrated Airport Systems (NPIAS) estimate of AIP-eligible project costs.

During the hearing, you requested that FAA and AOCI/AAAE compare and reconcile our cost estimates. After a thorough assessment of the FAA's preliminary NPIAS estimates, additional non-NPIAS projects, and the AOCI/AAAE survey results, we have reached a reconciliation that we believe truly reflects the magnitude of airport development needs in the U.S.

We have attached a reconciliation chart and explanation which indicate the 1991-95 reconciled AIP-eligible needs at about $30 billion in 1989 constant dollars. The FAA and AOCI/AAAE total airport capital needs for the same period are $36 billion and $40 billion (constant dollars), respectively. The AOCI/AAAE estimate when adjusted for inflation equals $50 billion over the five-year period.

Our ten-year projections for years 1991-2000 are between $55-58 billion in constant dollars.

The FAA and AOCI/AAAE believe that reconciliation of the two independently derived needs estimates has been attained. We hope our capital needs estimates are helpful to you and the Subcommittee in your deliberations. We request that this letter and attached reconciliation be included in the hearing record.

Sincerely,

George Howard

George P. Howard
Executive Director
AOCI

Leonard Griggs
Associate Administrator for Airports
FAA

3/13/90

RECONCILIATION OF AOCI/AAAE AIRPORT CAPITAL DEVELOPMENT NEEDS SURVEY AND THE FAA ESTIMATES

DOT/FAA AND AOCI/AAAE AIRPORT CAPITAL DEVELOPMENT NEEDS

RECONCILIATION

(In billions of 1989 Constant Dollars)

1991-1995

	DOT/FAA	AOCI/AAAE
AIP-ELIGIBLE	30.8	30.4
OTHER PROJECT COSTS	5.0	10.0
TOTAL AIRPORT CAPITAL NEEDS	35.8	40.4
COSTS IN CURRENT YEAR DOLLARS	-	50.5*

1991-2000

	DOT/FAA	AOCI/AAAE
AIP-ELIGIBLE	48.4	38.0
OTHER PROJECT COSTS	10.0	17.3
TOTAL AIRPORT CAPITAL NEEDS	58.4	55.3
COSTS IN CURRENT YEAR DOLLARS	-	77.1*

* AOCI/AAAE costs inflated at 5% per year.

RECONCILIATION NOTES

1. The 1991-1995 AIP-eligible numbers estimated independently by both DOT/FAA and AOCI/AAAE match at $30 billion in 1989 constant dollars.

2. The FAA total AIP-eligible number includes three cost components: $23.3 for the NPIAS, $5.0 billion for additional noise mitigation, and $2.5 billion for additional new airports. The additional costs are an adjustment for the greater uncertainties inherent in the NPIAS process in estimating noise mitigation and new airport projects.

3. The Other Project Costs category consists of projects not eligible for AIP funding including: revenue producing portions of the passenger terminals (approximately 50% of total terminal), cargo terminals, surface and structure parking, and certain on-airport roadway access and circulatory costs.

The AOCI/AAAE estimate of other project costs is $10 billion and the DOT/FAA estimate is $5 billion. It is important to note that the AOCI survey includes all airport capital needs, both AIP-eligible and AIP-ineligible, whereas the NPIAS only considers AIP-eligible projects. Since the AOCI/AAAE estimate of AIP-ineligible costs is based on actual survey results, it has a higher degree of accuracy.

4. The total five year capital needs are extremely close - DOT/FAA $36 billion and AOCI/AAAE $40 billion in constant dollars. The AOCI/AAAE 1991-95 total needs in current year dollars are $50.5 billion.

5. The close correspondence of the 1991-95 results is significant because estimation is more precise in the near term.

6. The 1991-2000 total airport capital needs are also very close: DOT/FAA $58 billion and AOCI/AAAE $55 billion. AOCI/AAAE estimate lower AIP-eligible costs and more other project costs.

7. Both the DOT/FAA and the AOCI/AAAE estimates are conservative since they do not include off-airport access or intermodal transportation connection needs. These costs are estimated to be at least $5 billion.

8. This reconciliation demonstrates that airport capital development needs are significant as measured independently by the organizations closest to the airports, the U.S.DOT/FAA and AOCI/AAAE.

ATTACHMENT III

AOCI/AAAE AIRPORT PASSENGER FACILITY CHARGE PREFERRED POSITION

-- Legislation should be enacted by Congress to repeal or modify the current federal prohibition against passenger facility charges (PFCs) and allow airports the option of imposing PFCs to help meet capital improvement financing needs.

-- The imposition of a PFC should be the decision of the airport proprietor. The legislation should initially permit a PFC of no more than $3.00 per enplaned passenger, with a maximum of $6.00 per one-way trip. The DOT Secretary should have discretion to increase the cap on the PFC level on a case-by-case basis for any airport or for a new airport if it is demonstrated that a higher level is needed to accomplish its capital improvement program. The Secretary should also periodically review the nationwide PFC cap and raise the cap to adjust for increased costs of construction.

-- The legislation should require advance consultation with airport users, similar to that found in AIP sponsor assurances, before a PFC is imposed. The airport shall prepare a capital improvement plan in which the projects to be funded by the PFC and the PFC level are identified.

-- PFC's should apply uniformly to all passengers -- O&D, connecting, international, etc. -- so that each ticket coupon collected at an affected airport would be subject to the charge and would separately identify the charge. The PFC shall be a flat charge that may be imposed by the airport proprietor annually and adjusted semi-annually. The charge shall be collected from enplaned passengers by the airlines serving that airport. PFC revenues shall be remitted to the airport, minus a standardized administrative fee that the airlines would retain to recover collection costs.

-- Following user consultation, the airport would submit its PFC capital program to FAA:

o An airport may impose the PFC and apply PFC revenues to AIP-eligible projects and gates and their related elements, and for debt service related to the costs of such projects. These PFC projects would not be subject to any FAA approval or disapproval process.

o All other airport-related capital projects, including certain off-airport access roads and systems, would be eligible but subject to FAA disapproval only if the users object to the use of PFCs for the projects or the PFC level. FAA would have 90 days in which to disapprove the use of PFCs for the projects or the proposed PFC level. If no action is taken by FAA within that timeframe, the projects and PFC would be allowed to proceed.

-- In order to meet airport capital development needs, airports should be permitted to impose PFCs in addition to receiving AIP funds, and the AIP program should be increased substantially above current funding levels.

-- Any large or medium hub airport that chooses to impose a PFC should forego one-half of its AIP passenger entitlement funds, and such funds shall be reallocated to increase the capacity discretionary fund. Small hub airports should be permitted to impose a PFC and retain all of their entitlement funds. All airports which impose PFCs should remain eligible for discretionary funds.

-- To ensure that the PFC program can be effectively implemented, Federal law should explicitly establish Congressional intent that the PFC is a "federally protected" local revenue source and is in the national interest, thus PFCs shall not be subject to existing contractual or lease agreements that would otherwise prohibit their imposition or expenditure for capital projects or debt service.

3/20/90

ATTACHMENT IV

PASSENGER FACILITY CHARGE REVENUE ENHANCEMENT

FOR AIRPORT DEVELOPMENT FINANCING

AOCI/AAAE PFC Proposal vs. DOT/FAA PFC Plan

April 13, 1990

(Figures correspond to 1988 total enplanements and estimated FY 1990 AIP entitlements.
Please see footnotes below for explanation of columns)

NO.	LOC	AIRPORT NAME	1988 TOTAL ENPLANEMENTS	1990 EST. AIP ENTITLEMENTS	PFC ($3) REVENUE/1	PFC BONDING POWER/2	DOT/FAA PFC PLAN- AIP ENTITLEMENTS RETURNED/3	AOCI/AAAE PFC PLAN- AIP ENTITLEMENTS RETURNED/4	TOTAL ANNUAL PFC PLUS AIP REVENUE AOCI/AAAE PLAN	TOTAL ANNUAL PFC PLUS AIP REVENUE DOT PLAN
1.	ORD	CHICAGO-O'HARE	28,273,863	$16,000,000	$84,821,589	$706,818,301	$16,000,000	$8,000,000	$92,821,589	$84,821,589
2.	ATL	ATLANTA	23,058,079	$16,000,000	$69,174,237	$576,428,917	$16,000,000	$8,000,000	$77,174,237	$69,174,237
3.	DFW	DALLAS-FORT WORTH	22,236,591	$15,818,784	$66,709,773	$555,892,528	$15,818,784	$7,909,392	$74,619,165	$66,709,773
4.	LAX	LOS ANGELES	21,646,727	$15,435,373	$64,940,181	$541,146,528	$15,435,373	$7,717,687	$72,657,868	$64,940,181
5.	JFK	NEW YORK-KENNEDY	15,236,311	$11,268,602	$45,708,933	$380,892,539	$11,268,602	$5,634,301	$51,343,234	$45,708,933
6.	DEN	DENVER	14,972,728	$11,097,273	$44,918,184	$374,303,227	$11,097,273	$5,548,637	$50,466,821	$44,918,184
7.	SFO	SAN FRANCISCO	14,852,565	$11,019,167	$44,557,695	$371,299,272	$11,019,167	$5,509,584	$50,067,279	$44,557,695
8.	MIA	MIAMI	12,094,354	$9,226,330	$36,283,062	$302,346,756	$9,226,330	$4,613,165	$40,896,227	$36,283,062
9.	LGA	NEW YORK-LAGUARDIA	12,085,339	$9,220,470	$36,256,017	$302,121,390	$9,220,470	$4,610,235	$40,866,252	$36,256,017
10.	BOS	BOSTON	11,562,688	$8,880,747	$34,688,064	$289,055,637	$8,880,747	$4,440,374	$39,128,438	$34,688,064
11.	EWR	NEWARK	11,319,238	$8,722,505	$33,957,714	$282,969,631	$8,722,505	$4,361,253	$38,318,967	$33,957,714
12.	HNL	HONOLULU	10,293,926	$8,056,052	$30,881,778	$257,337,856	$8,056,052	$4,028,026	$34,909,804	$30,881,778
13.	STL	ST.LOUIS	10,056,110	$7,901,472	$30,168,330	$251,392,694	$7,901,472	$3,950,736	$34,119,066	$30,168,330
14.	DTW	DETROIT	9,812,784	$7,743,310	$29,438,352	$245,309,787	$7,743,310	$3,871,655	$33,310,007	$29,438,352
15.	PHX	PHOENIX	9,556,974	$7,577,033	$28,670,922	$238,914,793	$7,577,033	$3,788,517	$32,459,439	$28,670,922
16.	PIT	PITTSBURGH	8,942,025	$7,177,316	$26,826,075	$223,541,683	$7,177,316	$3,588,658	$30,414,733	$26,826,075
17.	MSP	MINNEAPOLIS	8,826,310	$7,102,102	$26,478,930	$220,648,924	$7,102,102	$3,551,051	$30,029,981	$26,478,930
18.	MCO	ORLANDO	8,062,984	$6,605,940	$24,188,952	$201,566,537	$6,605,940	$3,302,970	$27,491,922	$24,188,952
19.	LAS	LAS VEGAS	7,838,293	$6,459,890	$23,514,879	$195,949,487	$6,459,890	$3,229,945	$26,744,824	$23,514,879
20.	PHL	PHILADELPHIA	7,744,092	$6,398,660	$23,232,276	$193,594,556	$6,398,660	$3,199,330	$26,431,606	$23,232,276
21.	DCA	WASHINGTON-NATIONAL	7,709,589	$6,376,233	$23,128,767	$192,732,015	$6,376,233	$3,188,117	$26,316,884	$23,128,767
22.	SEA	SEATTLE	7,407,473	$6,179,861	$22,222,419	$185,179,418	$6,179,861	$3,089,931	$25,312,350	$22,222,419
23.	CLT	CHARLOTTE	7,348,565	$6,141,567	$22,045,695	$183,706,776	$6,141,567	$3,070,784	$25,116,479	$22,045,695
24.	IAH	HOUSTON	7,300,470	$6,110,306	$21,901,410	$182,504,450	$6,110,306	$3,055,153	$24,956,563	$21,901,410
25.	SAN	SAN DIEGO	5,348,636	$4,841,613	$16,045,908	$133,710,551	$4,841,613	$2,420,807	$18,466,715	$16,045,908
26.	BWI	BALTIMORE	4,988,093	$4,607,260	$14,964,279	$124,697,337	$4,607,260	$2,303,630	$17,267,909	$14,964,279
27.	SLC	SALT LAKE CITY	4,975,727	$4,599,223	$14,927,181	$124,388,199	$4,599,223	$2,299,612	$17,226,793	$14,927,181
28.	TPA	TAMPA BAY	4,903,612	$4,552,348	$14,710,836	$122,585,396	$4,552,348	$2,276,174	$16,987,010	$14,710,836
29.	MEM	MEMPHIS	4,832,107	$4,832,107	$14,496,321	$120,797,843	$4,832,107	$2,416,054	$16,912,375	$14,496,321
30.	MCI	KANSAS CITY	4,719,511	$4,432,682	$14,158,533	$117,983,055	$4,432,682	$2,216,341	$16,374,874	$14,158,533
31.	IAD	WASHINGTON-DULLES	4,608,788	$4,360,712	$13,826,364	$115,215,091	$4,360,712	$2,180,356	$16,006,720	$13,826,364
		Sub-Total Large Hub	332,614,352	$254,744,930	$997,843,636	$8,315,031,185	$254,744,930	$127,372,469	$1,125,216,125	$997,843,636

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NO.	LOC	AIRPORT NAME	1988 TOTAL ENPLANEMENTS	1990 EST. AIP ENTITLEMENTS	PFC ($3) REVENUE/1	PFC BONDING POWER/2	DOT/FAA PFC PLAN- AIP ENTITLEMENTS RETURNED/3	AACI/AAAE PFC PLAN- AIP ENTITLEMENTS RETURNED/4	TOTAL ANNUAL PFC PLUS AIP REVENUE AACI/AAAE PLAN	TOTAL ANNUAL PFC PLUS AIP REVENUE DOT PLAN
32.	FLL	FORT LAUDERDALE	4,295,177	$4,156,865	$12,885,531	$107,375,130	$4,156,865	$2,078,433	$14,963,964	$12,885,531
33.	SJU	SAN JUAN	4,011,237	$3,972,304	$12,033,711	$100,276,914	$3,972,304	$1,986,152	$14,019,863	$12,033,711
34.	CVG	CINCINNATI	4,009,952	$3,971,449	$12,029,856	$100,244,790	$3,971,449	$1,985,725	$14,015,581	$12,029,856
35.	HOU	HOUSTON-HOBBY	3,847,079	$3,865,601	$11,541,237	$96,173,128	$3,865,601	$1,932,801	$13,474,038	$11,541,237
36.	CLE	CLEVELAND	3,757,170	$3,807,161	$11,271,510	$93,925,093	$3,807,161	$1,903,581	$13,175,091	$11,271,510
37.	RDU	RALEIGH	3,679,991	$3,756,994	$11,039,973	$91,996,095	$3,756,994	$1,878,497	$12,918,470	$11,039,973
38.	BNA	NASHVILLE	3,435,482	$3,598,063	$10,306,446	$85,883,615	$3,598,063	$1,799,032	$12,105,478	$10,306,446
39.	MSY	NEW ORLEANS	3,305,322	$3,513,459	$9,915,966	$82,629,745	$3,513,459	$1,756,730	$11,672,696	$9,915,966
40.	MDW	CHICAGO-MIDWAY	3,265,850	$3,487,803	$9,797,550	$81,642,984	$3,487,803	$1,743,902	$11,541,452	$9,797,550
41.	PDX	PORTLAND	2,953,240	$3,284,606	$8,859,720	$73,828,047	$3,284,606	$1,642,303	$10,502,023	$8,859,720
42.	SJC	SAN JOSE	2,872,912	$3,232,393	$8,618,736	$71,819,927	$3,232,393	$1,616,197	$10,234,933	$8,618,736
43.	IND	INDIANAPOLIS	2,569,385	$3,035,100	$7,708,155	$64,232,056	$3,035,100	$1,517,550	$9,225,705	$7,708,155
44.	SAT	SAN ANTONIO	2,516,140	$3,000,491	$7,548,420	$62,900,984	$3,000,491	$1,500,246	$9,048,666	$7,548,420
45.	DAL	DALLAS-LOVE FIELD	2,490,031	$2,977,020	$7,470,093	$62,248,285	$2,977,020	$1,488,510	$8,958,603	$7,470,093
46.	PBI	WEST PALM BEACH	2,489,035	$2,952,873	$7,467,105	$62,223,386	$2,952,873	$1,476,437	$8,943,542	$7,467,105
47.	BDL	HARTFORD	2,476,907	$2,974,990	$7,430,721	$61,920,198	$2,974,990	$1,487,495	$8,918,216	$7,430,721
48.	DAY	DAYTON	2,395,740	$2,922,231	$7,187,220	$59,891,104	$2,922,231	$1,461,116	$8,648,336	$7,187,220
49.	ONT	ONTARIO	2,375,797	$2,909,268	$7,127,391	$59,392,549	$2,909,268	$1,454,634	$8,582,025	$7,127,391
50.	SNA	ORANGE COUNTY	2,214,060	$2,804,139	$6,642,180	$55,349,286	$2,804,139	$1,402,070	$8,044,250	$6,642,180
51.	ABQ	ALBUQUERQUE	2,115,825	$2,819,604	$6,347,475	$52,893,509	$2,819,604	$1,409,802	$7,757,277	$6,347,475
52.	OGG	KAHULUI	2,026,019	$2,732,099	$6,078,057	$50,648,449	$2,732,099	$1,366,050	$7,444,107	$6,078,057
53.	OAK	OAKLAND	1,931,298	$2,620,344	$5,793,894	$48,280,519	$2,620,344	$1,310,172	$7,104,066	$5,793,894
54.	AUS	AUSTIN	1,925,226	$2,616,397	$5,775,678	$48,128,725	$2,616,397	$1,308,199	$7,083,877	$5,775,678
55.	MKE	MILWAUKEE	1,912,997	$2,660,396	$5,738,991	$47,823,012	$2,660,396	$1,330,198	$7,069,189	$5,738,991
56.	SMF	SACRAMENTO	1,872,044	$2,581,829	$5,616,132	$46,799,228	$2,581,829	$1,290,915	$6,907,047	$5,616,132
57.	CMH	COLUMBUS	1,846,261	$2,565,070	$5,538,783	$46,154,679	$2,565,070	$1,282,535	$6,821,318	$5,538,783
58.	BUF	BUFFALO	1,822,029	$2,549,319	$5,466,087	$45,548,903	$2,549,319	$1,274,660	$6,740,747	$5,466,087
59.	RNO	RENO	1,631,045	$2,425,179	$4,893,135	$40,774,494	$2,425,179	$1,212,590	$6,105,725	$4,893,135
60.	ORF	NORFOLK	1,594,914	$2,401,694	$4,784,742	$39,871,255	$2,392,371	$1,200,847	$5,985,589	$4,794,065
61.	SYR	SYRACUSE	1,576,878	$2,389,971	$4,730,634	$39,420,373	$2,365,317	$1,194,986	$5,925,620	$4,755,288
62.	BUR	BURBANK	1,524,987	$2,356,242	$4,574,961	$38,123,150	$2,287,481	$1,178,121	$5,753,082	$4,643,723
63.	RSW	FORT MYERS	1,513,799	$2,348,969	$4,541,397	$37,843,461	$2,270,699	$1,174,485	$5,715,882	$4,619,668

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64.	OKC	OKLAHOMA CITY	1,310,709	$2,347,013	$4,532,367	$37,768,214	$2,266,184	$1,173,507	$5,705,874	$4,613,197
65.	TUS	TUCSON	1,435,301	$2,297,946	$4,305,903	$35,881,890	$2,152,952	$1,148,973	$5,454,876	$4,450,898
66.	ELP	EL PASO	1,430,463	$2,294,801	$4,291,389	$35,760,145	$2,145,695	$1,147,401	$5,438,790	$4,440,496
67.	ANC	ANCHORAGE	1,422,048	$2,289,331	$4,266,144	$35,549,770	$2,133,072	$1,144,666	$5,410,810	$4,422,403
68.	TUL	TULSA	1,368,845	$2,254,749	$4,106,535	$34,219,756	$2,053,268	$1,127,375	$5,233,910	$4,308,017
69.	JAX	JACKSONVILLE	1,352,442	$2,244,087	$4,057,326	$33,809,698	$2,028,663	$1,122,044	$5,179,370	$4,272,750
70.	ROC	ROCHESTER	1,307,677	$2,214,990	$3,923,031	$32,690,617	$1,961,516	$1,107,495	$5,030,526	$4,176,506
71.	LIH	LIHUE	1,280,807	$2,197,525	$3,842,421	$32,018,894	$1,921,211	$1,098,763	$4,941,184	$4,118,736
		Sub-Total Medium Hub	93,362,201	$115,431,185	$280,086,603	$2,333,961,663	$113,772,292	$57,715,593	$337,802,196	$281,745,496
72.	PVD	PROVIDENCE	1,113,059	$2,088,486	$3,339,177	$27,825,362	$1,669,589	$0	$5,427,663	$3,758,075
73.	OMA	OMAHA	1,106,978	$2,084,536	$3,320,934	$27,673,343	$1,660,467	$0	$5,405,470	$3,745,003
74.	SDF	LOUISVILLE	1,089,305	$2,073,048	$3,267,915	$27,231,536	$1,633,958	$0	$5,340,963	$3,707,006
75.	ALB	ALBANY	1,044,751	$2,045,388	$3,140,253	$26,167,728	$1,570,127	$0	$5,185,641	$3,615,515
76.	GSO	GREENSBORO	1,004,284	$2,017,733	$3,012,612	$25,104,096	$1,506,306	$0	$5,030,345	$3,524,039
77.	BHM	BIRMINGHAM	992,640	$2,010,216	$2,977,920	$24,815,997	$1,488,960	$0	$4,988,136	$3,499,176
78.	RIC	RICHMOND	922,265	$1,964,472	$2,766,795	$23,055,783	$1,383,398	$0	$4,731,267	$3,347,870
79.	LIT	LITTLE ROCK	894,413	$1,946,368	$2,683,239	$22,359,431	$1,341,620	$0	$4,629,607	$3,287,988
80.	SRQ	SARASOTA	874,825	$1,933,636	$2,624,475	$21,869,750	$1,312,238	$0	$4,558,111	$3,245,874
81.	KOA	KAILUA	849,542	$1,917,282	$2,548,626	$21,237,760	$1,274,313	$0	$4,465,908	$3,191,595
82.	GEG	SPOKANE	777,596	$1,870,437	$2,332,788	$19,439,122	$1,166,394	$0	$4,203,225	$3,036,831
83.	GUM	GUAM	754,340	$1,855,321	$2,263,020	$18,857,746	$1,131,510	$0	$4,118,341	$2,986,831
84.	DSM	DES MOINES	748,195	$1,851,327	$2,244,585	$18,704,127	$1,122,293	$0	$4,095,912	$2,973,620
85.	CHS	CHARLESTON	718,478	$1,832,011	$2,155,434	$17,961,232	$1,077,717	$0	$3,987,445	$2,909,728
86.	STT	ST. THOMAS	689,853	$1,813,404	$2,069,559	$17,245,635	$1,034,780	$0	$3,882,963	$2,848,184
87.	PWM	PORTLAND, MAINE	689,631	$1,813,260	$2,068,893	$17,240,085	$1,034,447	$0	$3,882,153	$2,847,707
88.	GRR	GRAND RAPIDS	658,926	$1,793,302	$1,976,778	$16,472,491	$988,389	$0	$3,770,080	$2,781,691
89.	COS	COLORADO SPRINGS	654,070	$1,790,146	$1,962,210	$16,351,096	$981,105	$0	$3,752,356	$2,771,251
90.	ICT	WICHITA	647,843	$1,786,098	$1,943,529	$16,195,427	$971,765	$0	$3,729,627	$2,757,863
91.	TYS	KNOXVILLE	628,869	$1,773,765	$1,886,607	$15,721,096	$943,304	$0	$3,660,372	$2,717,069
92.	MAF	MIDLAND	609,917	$1,761,446	$1,829,751	$15,247,315	$914,876	$0	$3,591,197	$2,676,322

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93.	ISP	ISLIP	602,813	$1,756,828	$1,808,439	$15,069,722	$904,220	$0	$3,565,267	$2,661,048
94.	LGB	LONG BEACH	587,663	$1,746,981	$1,762,989	$14,690,987	$881,495	$0	$3,509,970	$2,628,476
95.	CAE	COLUMBIA	584,303	$1,745,664	$1,752,909	$14,606,991	$876,455	$0	$3,498,573	$2,622,119
96.	GSP	GREENVILLE	584,303	$1,744,800	$1,752,909	$14,606,991	$876,455	$0	$3,497,709	$2,621,255
97.	LBB	LUBBOCK	583,946	$1,744,565	$1,751,838	$14,598,066	$875,919	$0	$3,496,403	$2,620,484
98.	MDT	HARRISBURG	571,782	$1,722,300	$1,715,346	$14,293,978	$857,673	$0	$3,437,646	$2,579,973
99.	ITO	HILO	556,995	$1,727,047	$1,670,985	$13,924,318	$835,493	$0	$3,398,032	$2,562,540
100.	BOI	BOISE	545,120	$1,719,328	$1,635,360	$13,627,453	$817,680	$0	$3,354,688	$2,537,008
101.	SAV	SAVANNAH	534,413	$1,712,368	$1,603,239	$13,359,791	$801,620	$0	$3,315,607	$2,513,988
102.	HRL	HARLINGEN	512,898	$1,698,384	$1,538,694	$12,821,937	$769,347	$0	$3,237,078	$2,467,731
103.	BGR	BANGOR	500,901	$1,690,586	$1,502,703	$12,522,024	$751,352	$0	$3,193,289	$2,441,938
104.	BTV	BURLINGTON	466,595	$1,603,147	$1,399,785	$11,664,408	$699,893	$0	$3,002,932	$2,303,040
105.	TLH	TALAHASSEE	450,480	$1,561,248	$1,351,440	$11,261,550	$675,720	$0	$2,912,688	$2,236,968
106.	DAB	DAYTONA BEACH	444,487	$1,545,666	$1,333,461	$11,111,731	$666,731	$0	$2,879,127	$2,212,397
107.	AMA	AMARILLO	440,621	$1,535,615	$1,321,863	$11,015,084	$660,932	$0	$2,857,478	$2,196,547
108.	FAT	FRESNO	439,641	$1,533,067	$1,318,923	$10,990,585	$659,462	$0	$2,851,990	$2,192,529
109.	LEX	LEXINGTON	432,059	$1,513,353	$1,296,177	$10,801,043	$648,089	$0	$2,809,530	$2,161,442
110.	HSV	HUNTSVILLE	431,919	$1,512,989	$1,295,757	$10,797,543	$647,879	$0	$2,808,746	$2,160,868
111.	MSN	MADISON	431,345	$1,511,497	$1,294,035	$10,783,194	$647,018	$0	$2,805,532	$2,158,515
112.	JAN	JACKSON	427,950	$1,502,670	$1,283,850	$10,698,322	$641,925	$0	$2,786,520	$2,144,595
113.	PSP	PALM SPRINGS	406,823	$1,447,896	$1,220,469	$10,170,168	$610,235	$0	$2,668,365	$2,058,131
114.	CRP	CORPUS CHRISTI	405,793	$1,445,062	$1,217,379	$10,144,419	$608,690	$0	$2,662,441	$2,053,752
115.	BTR	BATON ROUGE	399,562	$1,428,861	$1,198,686	$9,986,650	$599,343	$0	$2,627,547	$2,028,204
116.	PNS	PENSACOLA	397,701	$1,424,023	$1,193,103	$9,942,127	$596,552	$0	$2,617,126	$2,020,575
117.	ABE	EASTON	394,025	$1,414,465	$1,182,075	$9,850,231	$591,038	$0	$2,596,540	$2,005,503
118.	MOB	MOBILE	387,086	$1,396,424	$1,161,258	$9,676,763	$580,629	$0	$2,557,682	$1,977,053
119.	STX	ST. CROIX	386,340	$1,394,484	$1,159,020	$9,658,114	$579,510	$0	$2,553,504	$1,973,994
120.	CID	CEDAR RAPIDS	382,351	$1,384,113	$1,147,053	$9,558,393	$573,527	$0	$2,531,166	$1,957,640
121.	SBN	SOUTH BEND	363,951	$1,336,273	$1,091,853	$9,098,411	$545,927	$0	$2,428,126	$1,882,200
122.	CAK	AKRON	361,923	$1,331,000	$1,085,769	$9,047,713	$542,885	$0	$2,416,769	$1,873,885
123.	SHV	SHREVEPORT	351,824	$1,304,742	$1,055,472	$8,795,248	$527,736	$0	$2,360,214	$1,832,478
124.	GCN	GRAND CANYON	350,252	$1,300,655	$1,050,756	$8,755,950	$525,378	$0	$2,351,411	$1,826,033

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125.	ROA	ROANOKE	348,296	$1,295,544	$1,044,888	$8,707,852	$522,444	$0	$2,340,432	$1,817,988
126.	HPN	WHITE PLAINS	335,743	$1,262,932	$1,007,229	$8,393,239	$503,615	$0	$2,270,161	$1,766,547
127.	FWA	FORT WAYNE	321,806	$1,226,696	$965,418	$8,044,828	$482,709	$0	$2,192,114	$1,709,405
128.	ACY	ATLANTIC CITY	315,057	$1,209,148	$945,171	$7,876,110	$472,586	$0	$2,154,319	$1,681,734
129.	MLI	MOLINE	312,348	$1,202,105	$937,044	$7,808,388	$468,522	$0	$2,139,149	$1,670,627
130.	MLB	MELBOURNE	311,938	$1,201,039	$935,814	$7,798,130	$467,907	$0	$2,136,853	$1,668,946
131.	SBA	SANTA BARBARA	308,756	$1,192,766	$926,268	$7,718,591	$463,134	$0	$2,119,034	$1,655,900
132.	CHA	CHATTANOOGA	305,043	$1,183,112	$915,129	$7,625,770	$457,565	$0	$2,098,241	$1,640,677
133.	TOL	TOLEDO	298,012	$1,164,831	$894,036	$7,450,002	$447,018	$0	$2,058,867	$1,611,849
134.	BIL	BILLINGS	296,883	$1,161,896	$890,649	$7,421,778	$445,325	$0	$2,052,545	$1,607,221
135.	MYR	MYRTLE BEACH	269,267	$1,090,094	$807,801	$6,731,666	$403,901	$0	$1,897,895	$1,493,995
136.	CRW	CHARLESTON, WV	268,193	$1,087,302	$804,579	$6,704,557	$402,290	$0	$1,891,881	$1,489,592
		Sub Total Small Hub	35,880,907	$103,735,170	$107,642,721	$896,956,794	$53,821,361	$0	$211,377,891	$157,556,531
137.	LNK	LINCOLN	258,908	$1,063,161	$776,724	$6,472,441	$388,362	$0	$1,839,885	$1,451,523
138.	JNU	JUNEAU	258,596	$1,062,350	$775,788	$6,464,641	$387,894	$0	$1,838,138	$1,450,244
139.	EUG	EUGENE	256,038	$1,055,699	$768,114	$6,400,695	$384,057	$0	$1,823,813	$1,439,756
140.	EVV	EVANSVILLE	251,657	$1,044,308	$754,971	$6,291,173	$377,486	$0	$1,799,279	$1,421,794
141.	MRY	CARMEL	251,311	$1,043,409	$753,933	$6,282,524	$376,967	$0	$1,797,342	$1,420,376
142.	GRB	GREEN BAY	248,126	$1,035,128	$744,378	$6,202,902	$372,189	$0	$1,779,506	$1,407,317
143.	MHT	MANCHESTER	247,331	$1,033,061	$741,993	$6,183,028	$370,997	$0	$1,775,054	$1,404,058
144.	FAI	FAIRBANKS	242,326	$1,020,048	$726,978	$6,057,908	$363,489	$0	$1,747,026	$1,383,537
145.	FSD	SIOUX FALLS	238,867	$1,011,054	$716,601	$5,971,436	$358,301	$0	$1,727,655	$1,369,355
146.	SGF	SPRINGFIELD	236,331	$1,004,461	$708,993	$5,908,029	$354,497	$0	$1,713,454	$1,358,958
147.	AGS	AUGUSTA	230,545	$989,417	$691,635	$5,763,394	$345,818	$0	$1,681,052	$1,335,235
148.	MBS	BAY CITY	229,910	$987,766	$689,730	$5,747,520	$344,865	$0	$1,677,496	$1,332,631
149.	ASE	ASPEN	228,154	$983,200	$684,462	$5,703,622	$342,231	$0	$1,667,662	$1,325,431
150.	AZO	KALAMAZOO	226,579	$979,105	$679,737	$5,664,248	$339,869	$0	$1,658,842	$1,318,974
151.	TRI	KINGSPORT	226,430	$978,718	$679,290	$5,660,524	$339,645	$0	$1,658,008	$1,318,363
152.	AVP	WILKES BARRE	225,516	$976,342	$676,548	$5,637,674	$338,274	$0	$1,652,890	$1,314,616
153	LAN	LANSING	223,874	$972,072	$671,622	$5,596,626	$335,811	$0	$1,643,694	$1,307,883
154.	FAY	FAYETTEVILLE	216,446	$952,760	$649,338	$5,410,934	$324,669	$0	$1,602,098	$1,277,429
155.	AVL	ASHEVILLE	216,027	$1,107,670	$648,081	$5,400,459	$324,041	$0	$1,755,751	$1,431,711
156.	MGM	MONTGOMERY	212,897	$943,532	$638,691	$5,322,212	$319,346	$0	$1,582,223	$1,262,878

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157.	PIA	PEORIA	210,810	$938,106	$632,430	$5,270,039	$316,215	$0	$1,570,536	$1,254,321
158.	MFE	MCALLEN	202,363	$916,144	$607,089	$5,058,073	$303,545	$0	$1,523,233	$1,219,689
159.	GNV	GAINESVILLE	198,782	$906,833	$596,346	$4,969,351	$298,173	$0	$1,503,179	$1,205,006
160.	PIE	ST.PETERSBURG	198,516	$714,906	$595,548	$4,962,701	$297,774	$0	$1,310,454	$1,012,680
161.	ILM	WILMINGTON, NC	198,122	$905,117	$594,366	$4,952,852	$297,183	$0	$1,499,483	$1,202,300
162.	FAR	FARGO	196,393	$900,622	$589,179	$4,909,829	$294,590	$0	$1,489,801	$1,195,212
163.	BGM	BINGHAMPTON	194,497	$895,692	$583,491	$4,862,231	$291,746	$0	$1,479,183	$1,187,438
164.	GSN	SAIPAN	178,238	$853,419	$534,714	$4,455,772	$267,357	$0	$1,388,133	$1,120,776
165.	PSC	PASCO	175,007	$805,740	$525,021	$4,375,000	$262,511	$0	$1,330,761	$1,068,251
166.	ORH	WORCESTER	171,700	$836,420	$515,100	$4,292,328	$257,550	$0	$1,351,520	$1,093,970
167.	CMI	CHAMPAIGNE	170,937	$834,436	$512,811	$4,273,254	$256,406	$0	$1,347,247	$1,090,842
168.	ERI	ERIE	170,487	$833,266	$511,461	$4,262,005	$255,731	$0	$1,344,727	$1,088,997
169.	MSO	MISSOULA	169,948	$831,865	$509,844	$4,248,530	$254,922	$0	$1,341,709	$1,086,787
170.	GJT	GRAND JUNCTION	164,473	$884,398	$493,419	$4,111,661	$246,710	$0	$1,377,817	$1,131,108
171.	EYW	KEY WEST	163,974	$816,332	$491,922	$4,099,184	$245,961	$0	$1,308,254	$1,062,293
172.	RAP	RAPID CITY	162,409	$812,263	$487,227	$4,060,063	$243,614	$0	$1,299,490	$1,055,877
173.	MKK	MOLOKAI	160,860	$808,236	$482,580	$4,021,339	$241,290	$0	$1,290,816	$1,049,526
174.	ATW	APPLETON	160,044	$806,114	$480,132	$4,000,940	$240,066	$0	$1,286,246	$1,046,180
175.	RST	ROCHESTER, MN	155,663	$794,724	$466,989	$3,891,419	$233,495	$0	$1,261,713	$1,028,219
176.	MFR	MEDFORD	146,423	$770,700	$439,269	$3,660,479	$219,635	$0	$1,209,969	$990,335
177.	DET	DETROIT CITY	142,579	$760,705	$427,737	$3,564,332	$213,869	$0	$1,188,442	$974,574
178.	VPS	VALPARAISO	140,430	$755,118	$421,290	$3,510,618	$210,645	$0	$1,176,408	$965,763
179.	ACK	NANTUCKET	136,729	$745,495	$410,187	$3,419,098	$205,094	$0	$1,155,682	$950,589
180.	CHO	CHARLOTTESVILLE	135,855	$743,223	$407,565	$3,396,239	$203,783	$0	$1,150,788	$947,006
181.	SPI	SPRINGFIELD, IL	133,666	$737,532	$400,998	$3,341,516	$200,499	$0	$1,138,530	$938,031
182.	FNT	FLINT	133,207	$736,338	$399,621	$3,330,042	$199,811	$0	$1,135,959	$936,149
183.	GTF	GREAT FALLS	131,667	$732,334	$395,001	$3,291,543	$197,501	$0	$1 127,335	$929,835
184.	BIS	BISMARCK	131,552	$732,035	$394,656	$3,288,668	$197,328	$0	$1,126,691	$929,363
185.	BLI	BELLINGHAM	129,085	$725,621	$387,255	$3,226,996	$193,628	$0	$1,112,876	$919,249
186.	ITH	ITHACA	128,274	$723,512	$384,822	$3,206,722	$192,411	$0	$1,108,334	$915,923
187.	BFL	BAKERSFIELD	126,901	$719,943	$380,703	$3,172,398	$190,352	$0	$1,100,646	$910,295

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188.	JAC	JACKSON HOLE	125,369	$715,959	$376,107	$3,134,100	$188,054	$0	$1,092,066	$904,013
189.	LFT	LAFAYETTE	119,157	$700,744	$357,471	$2,978,806	$178,736	$0	$1,058,215	$879,480
190.	ELM	ELMIRA	118,804	$698,890	$356,412	$2,969,981	$178,206	$0	$1,055,302	$877,096
191.	SUX	SIOUX CITY	118,152	$697,195	$354,456	$2,953,682	$177,228	$0	$1,051,651	$874,423
192.	DLH	DULUTH	117,861	$696,439	$353,583	$2,946,407	$176,792	$0	$1,050,022	$873,231
193.	BZN	BOZEMAN	117,115	$694,499	$351,345	$2,927,758	$175,673	$0	$1,045,844	$870,172
194.	KTN	KETCHIKAN	116,474	$692,832	$349,422	$2,911,734	$174,711	$0	$1,042,254	$867,543
195.	CWA	MOSINEE	114,863	$688,644	$344,589	$2,871,460	$172,295	$0	$1,033,233	$860,939
196.	PHF	NEWPORT NEWS	114,654	$688,100	$343,962	$2,866,235	$171,981	$0	$1,032,062	$860,081
197.	FYV	FAYETTEVILLE, AR	114,330	$687,258	$342,990	$2,858,136	$171,495	$0	$1,030,248	$858,753
198.	MLU	MONROE	108,741	$672,727	$326,223	$2,718,416	$163,112	$0	$998,950	$835,839
199.	OAJ	JACKSONVILLE, NC	108,583	$672,316	$325,749	$2,714,466	$162,875	$0	$998,065	$835,191
200.	HTS	ASHLAND, KY	106,199	$666,117	$318,597	$2,654,869	$159,299	$0	$984,714	$825,416
		Sub Total Non Hub	11,245,762	$54,192,170	$33,737,286	$281,132,804	$16,860,643	$0	$87,929,456	$71,068,813
		GRAND TOTAL	473,103,422	$528,103,463	$1,419,310,266	$11,827,112,447	$439,207,234	$185,088,062	$1,762,325,668	$1,508,206,496

Notes to AOCI/AAAE and DOT/FAA Plans

1. Passenger Facility Charge (PFC) revenues are based upon a $3.00 per passenger enplanement fee.

2. PFC bonding power assumes a 8.0% interest rate and 15 year term to maturity. It represents the estimated total borrowing power which can be supported by the annual revenues raised by a $3.00 PFC to repay debt service.

3. The DOT/FAA PFC Plan calls for a $0.50 giveback of AIP passenger entitlements for every $1 of PFC earned by the airport, not to exceed the total amount of entitlements received. Airports that impose a $3.00 PFC and enplane more than 5 million passengers would give up all of their entitlement funds.

4. The AOCI/AAAE PFC Plan limits the maximum giveback for airports imposing PFCs to 50% of total passenger entitlements for large and medium hub airports. Small and non-hub airports would retain 100% of their entitlements.

ATTACHMENT V

Comments on FAA Satellite Activities and a Caution

In the satellite area, FAA should accelerate efforts to bring the Global Navigation Satellite System to reality as a fully autonomous "sole-means" navigation system, to serve the U.S. and the world both enroute and at every airport runway end with autonomous, high integrity, rapid failure-warning, high-accuracy navigation. The potential benefits of this technology with respect to added safety and increased system capacity are enormous. Work to establish the capabilities and benefits of satellite-based surveillance and communications over land areas working hand-in-hand with terrestrial systems without burdensome additional avionics requirements is needed.

We strongly support FAA's efforts to bring into being the Global Navigation Satellite System (GNSS) and encourage the U.S. to do everything possible to create a system by which users can take advantage not only of the GPS satellites being implemented by the U.S. but also the navigation satellites of other nations, notably those of the USSR GLONASS system.

The capability to use a multiplicity of satellites will allow major safety and integrity benefits to be achieved, especially in the application of these systems to airports. GNSS offers high promise of providing high quality non-precision approach accuracy, and perhaps even better, to any runway end in the world without a requirement for ground aids. This capability can bring a whole new dimension of safety and capability to literally thousands of airports in the world which could not in any other way expect to achieve high quality terminal area or final approach navigation guidance.

FAA has requested funds to implement "ground integrity" facilities in the U.S. which would help provide for timely system failure warning to aircraft and other GPS users. We believe that this procurement should not be undertaken until several alternatives are thoroughly examined. The recommendations of ICAO and much of the user community with respect GNSS is to achieve a fully autonomous, sole-means navigation **system not dependent on ground augmentation**. This is important for two crucial reasons, i.e. to permit the valuable navigation service to be available in parts of the world unable to provide ground-based augmentation facilities, and second because it is philosophically wrong, as a general proposition, to create a conditional dependence of a navigation service on presence of a communications channel.

FAA's planning for ground augmentation may be appropriate as an interim measure until the full GNSS system is available, but even so the approach proposed to be taken by FAA may not be the best approach from the standpoint of optimum spectrum utilization and the cost of the capability in aircraft receivers.

We urge that, before proceeding with procurement of such ground augmentation facilities, FAA study the alternatives in the face of the goal of a fully autonomous system, and consult with the industry and the user community on the best ways to proceed.

ATTACHMENT VI

Excerpt from the Coalition of Aviation Association's R,E&D Reauthorization Testimony

FAA REALIGNMENT

R,E&D funding, if defined in the usual FAA budget line item terminology, has fared quite well in the last few years, rising to nearly $200 million for one year, and is still at a quite substantial level (the FAA FY-91 request is for $190 million).

The problem was that for a number of years this money did not go into research or development. In the wake of the NAS Plan announcement in 1982, the money was allocated to the necessary and expensive engineering design work for the NAS Plan elements; -- important, but not R&D in the valid definition of seeking and exploiting innovation to improve the FAA system.

Real R&D practically disappeared. Worse, the organizational will and the organizational entity to carry out real R&D withered because, in a shrinking FAA work force, people were needed to carry out the NAS Plan work and nothing else. While elaborate R&D plans were published for several years in a row, the resemblance between the plans and the actual result-oriented work was small.

In the hearings on the 1990 FAA R,E&D budget, several witnesses reported positive signs of hope for progress. This year, while the effort is still in its infancy and the rate of recovery has been slow, there is important organizational progress:

* The new FAA "realignment" appears to show management is serious about re-establishment of a meaningful development capability in FAA after the catastrophic decline during the NAS Plan years.

- Establishment of a sensible, perhaps definable, division between System Engineering and Programs and NAS Development and a little simplification in the maze of far-too-many organizational boxes is promising.

- Putting essentially all technical development activity into one organization is important.

- Recognizing the need for a System Design Group made up of the "best and the brightest" to integrate the essential efforts and search for realistic innovation is a major step.

- The decision to establish peer groups of experts to advise FAA on the several major thrusts of its R,E&D effort.

We believe the FAA "realignment" represents both a dedication to improving the R&D process in FAA, and an organizational arrangement which can work. There remains a crucial personnel problem: The present FAA leadership has recognized, as we have, that the attempts under previous administrations to substitute large numbers of outside contractors for qualified FAA people has left FAA without the technical resources to manage even the best of those contractors. There is a growing recognition that there is an absolute requirement for a small but highly-qualified and capable corps of technologists who are FAA insiders.

The FAA "realignment" mentions the need for increasing the technical strength of FAA. The Administrator apparently has some new flexibility in moving people internally. There is potential for hiring some high-skill outsiders for short periods, but the major problem still needs to be solved. The long-term deterioration of FAA's capabilities has decreased the pool of competent journeymen to a tiny number. This problem is not unique to FAA but must be attacked as a serious problem of aviation.

ATTACHMENT VII

Requirements for Airport Capacity Technology Work

In selecting the elements of needed effort the Industry Task Force on Airport Capacity Improvement and Delay Reduction chose to concentrate on tasks which show promise of yielding increases in the direct, intrinsic, maximum achievable capacity of an airport complex. (This selection casts no negative reflection on other necessary FAA R&D work, but identifies the tasks which are considered to have the highest payback in terms of direct, full-time airport/terminal area capacity).

The specific recommendations of the industry through the Industry Task Force have emphasized tools and procedures for the reduction in lateral or longitudinal spacing requirements, tools to permit the reduction in required wake vortex spacing, the ability to provide independent arrival or departure streams, and the ability through automation to reduce inter-arrival variability. These projects will provide direct capacity increases essentially full time, right at the cutting edge where the requirements are.

We urge that Congress appropriate funds (and earmark them specifically for airport capacity technology by the definition given above) as follows for FY-91 for the most essential capacity technology work:

Completion of Development, Installation, Demonstration, Procedure Development and Validation of High Data Rate and Medium Data Rate Sensor Systems for Closely Spaced Parallel and Converging Runway Reduced Minimums Operations	$6.0 million
Airspace Procedure Development, Simulation, Validation and Demonstrations for Triple/Quadruple Runway Simultaneous Operations, Reduced Minimums Converging Operations, Wet-Runway Reduced Minimums Operations, Establishment of Criteria and Specific Achievable Minimums Benefits from MLS Precision Curved/Segmented Approaches and Departures	$4.0 million
Development and Validation of Terminal Automation Tools, to achieve earliest possible stage-by-stage implementation of applications of "ghosting" (mirror imaging) applications, descent advisory, time-to-turn-to-final and final approach spacing advisory systems, and a terminal operations planner	$8.0 million
Reduction of the Capacity Reducing Impact of Wake Vortices, through development of automatic	

dynamic spacing adaptation, development and validation of wake vortex detection and avoidance sensors and renewed efforts at elimination of wake vortices at the aircraft source.	$4.0 million
Simulation Model Development and Validation	$2.0 million
Development and Validation of Minimum Performance Standards and Procedures for safe use of cockpit traffic displays in terminal operations	$0.4 million
Airport Surface Visual Control (Lighting) to permit efficient taxiway exit operations, development, validation and procedure development for stop bars and hold-short systems for runway entrances and ends	$1.2 million
Airport Surface Traffic Automation, utilizing earlier research and development to develop and demonstrate an airport surface surveillance, guidance and control system, implementable in steps and using the technologies used in the airspace system where practical	$4.0 million
Airport Capacity Enhancement Planning and Analysis	$1.5 million
	$31.1 million

This amount is the minimum need for a concerted attack on the capacity problem. Little if any of this is research; virtually all is development.

In addition, approximately **$5 million** of additional FAA Operations funding (or alternatively, R,E&D) is required to conduct planning and development analyses to assure optimal operation of the FAA system, by funding application of appropriate airport and system analytical tools, and supporting airport-specific task forces.

A minimum of approximately **$5 million** of additional R&D funding is necessary to conduct meaningful airport-related R&D, to enhance safety and to provide for product improvement on FAA's major investment in runways and pavements. (A proposal for well-focussed priority FAA R&D in this field has been supported by the Industry Task Force on Airport Capacity Improvement and Delay Reduction. (Att.3)

Virtually all the recommendations contained in this material deal with ideas and concepts which are well understood and which require energetic development and implementation. We believe a small amount of money should be devoted to the development of new ideas and new concepts by advanced thinkers in the field, and propose that Congress earmark $0.5 million for this purpose.

F&E funds will be required to achieve the gains promised by the R&D projects. Most of such funds have not yet been requested, but the above needs assume that FAA's request for F&E funding for a minimum of eight precision runway monitors will be favorably considered by Congress.

Congress will need to help FAA arrange to procure and implement these systems without procurement delays which could prevent use of these essential new systems until 1996-1997.

In summary we believe that for FY-91, a minimum total of $35.6 is needed for airport capacity technology work. If Operations funding of operations analysis work can not be found, a total R,E&D amount of $41.6 million capacity funding will be needed.

ATTACHMENT VIII

Priority Projects for Airport-Related Research and Development

The airport community has long advocated a solid research and development effort which, said most simply, provides for a modest but consistent effort of product improvement for the very large investment on airport runways and pavements. When one considers that over the past several years in the U.S. alone, the taxpayers' investment in the Airport Improvement Program has been in the range of $1.25 to $1.50 billion per year, and perhaps 60 and 65% of that for airport pavement, a rational result-oriented product improvement R&D effort seems a wise investment.

For some months the AOCI Technical Committee worked to try to understand the needs and to formulate a set of recommendations for a tightly structured and result-oriented R&D effort of manageable scope. The AOCI Board of Directors has concurred in these recommendations. The Industry Task Force on Airport Capacity Enhancement and Delay Reduction has endorsed these recommendations and has urged FAA work in the U.S. at a minimum level of approximately $4 million/year in contract funds on these concerns. AOCI hopes that other administrations and their research institutions will also undertake this kind of work.

Airport operators have examined current and proposed R&D activities in this field, and have considered their own perceptions of problems encountered at their airports. We believe the following activities deserve particular attention:

1. Development and Agreement on a Universal Pavement Design in Conjunction with ICAO and Other States

Development, field validation and standardization of methodology for design, evaluation and testing of airport pavements in both moderate and extreme climatic conditions with consideration for aircraft traffic volume and mix.

Standard thickness criteria for new pavements, rigid and flexible

Unified design approach to slab layout

Unified design approach to load transfer mechanisms at transverse and longitudinal joints

Standard overlay thickness characteristics for defined load an serviceability criteria, for various base pavement designs and conditions

Consistent and validated design calculations and methods for asphalti overlays on rigid pavement; layered elastic analysis methods, valid accounting methods in designs for various base layer constructions.

Develop synthetic materials suitable for use as aeronautical pavement in order to reduce costs through improved performance, over an extended life, with minimized maintenance.

Develop standards for vertiport pavement to accommodate increased heat/blast for vectored-thrust VTOL aircraft.

Standard methodology for assessing impact of large and heavy-footprin aircraft on existing pavements, and on new pavements - a long-term item.

and , perhaps less urgently:

Standards for acceptable materials for cold weather protection and fo overrun areas.

Standard acceptance criteria for inspection of materials and design/construction.

It will be necessary to develop a realistic coordinated effort involving a number of concerned agencies and airports on this project, and to assure recognition that extended monitoring and life testing will be required of typical designs. Retroactive examination of existing pavements to establish the relationship between design/construction and useful life wil be needed. It will further be necessary, in order for large-scale field testing to be useful, to grant waivers from normal practice.

2. A Universal Non-Destructive Testing Methodology

Development, validation and standardization of a non-destructive test method to assist in rating pavement bearing capacity for aircraft, and prediction of pavement life.

Develop a data collection system to non-destructively monitor pavement strength/lifecycle without disrupting airport operations.

3. Runway Friction Measurement Criteria and Relation to Aircraft Stoppin Distance

The long-standing need for a validated method for establishing required operational stopping distance for different aircraft types and wheel/tire characteristics, over the range of acceptable piloting techniques, vs. runway friction characteristics, remains a valid objective and should be actively pursued.

Definitive work should continue to develop criteria and standards for acceptable friction measuring devices, with the aim of achieving uniform world-wide agreement on measuring scales and their meaning.

4. Runway Rubber Removal and Friction Retention Methods

Research organizations should direct or undertake intensive, high-priority research into runway rubber removal methods. Of particular importance are the following elements:

The efficacy of various rubber removal methods for removing rubber (such as water at various intensities, chemicals, etc.)

The quantitative effect of the various rubber removal methods on different types of pavement.

Impact of climate or other regional conditions on rubber accumulation and removal, as well as pavement treatments or designs which avoid or retard rubber build-up.

Propensity of different rubber removal methods to polish the pavement or, conversely to improve friction characteristics.

Impact of different cleaning methods on runway grooves and groove performance.

Establishment of environmental impact, if any, of various rubber removal methods and the development of techniques for eliminating adverse effects.

Development of methods to speed up rubber removal.

Develop specifications and standards of effectiveness for de-ice, anti-ice, and snow control chemical agents.

Establish criteria to permit use of aircraft arrestor devices in lieu of runway overruns.

Convincing, statistically significant data on these conditions should be used to develop criteria for future standards.

5. Continued Directed R&D and Validation Testing for Improved Joint and Fixture Sealants and Other Maintenance Techniques

. Work to Increase World-Wide Standardization of Airport Airside Signage, Marking and Lighting with Special Emphasis on Incursion Prevention

7. Development of Standards and Criteria for Runway/Taxiway Surface Roughness

Standards are needed for surface roughness which take into account th dynamic behavior of the most critical aircraft expected to use the runway.

Maximum acceptable g-value design criteria need to be agreed for

- new or renovated runway designs
- maintenance planning
- operationally safe roughness limits requiring immediate action.

ATTACHMENT IX

1991 R&D FUNDING NEEDS FOR AVIATION SECURITY RECOMMENDATIONS

The FY 1991 Congressional submission of $26,362,000 for R&D in aviation security equipment and procedures, while a slight improvement over last year, still remains inadequate.

There are four major areas of aviation security which require concentrated R&D efforts: (a) explosives detection, with 1991 funding indicated at $22,615,000; (b) weapons detection, $1,899,000; (c) airport security, $1,249,000, and (d) systems integration, $599,000.

(a) **Explosives detection:** Most of what has been written about the FAA effort to develop thermal neutron analysis (TNA) explosives detection systems has pointed out their operational difficulties and physical limitations. The National Academy of Sciences report to FAA, due out shortly, not only will suggest that the operational realities of an airport environment requires that to be fully effective TNA should be mixed with several levels of complementary technology, but it will also note that practical applications of such new technology as vapor sensors, millimeter wave inspection, gamma ray absorption, and biotechnology may be no sooner than three-to-five years in coming.

Therefore, if we are truly serious about enhancing our short term ability to detect explosives, **the $22.615 million R&D budget item should be augmented by $5 million (22%) for a concentrated effort toward accelerated prototyping and testing.**

(b) **Weapons detection:** Several alternative hardware and software technologies are in the developmental stages, including magnetic resonance, new metal detectors, new x-ray techniques, and pattern recognition software. It is not reasonable to accelerate detection of the explosives threat while leaving an equally critical weapons threat unimpeded. In order to be bring new weapons detection solutions on-line as rapidly as possible, **we recommend the $1.899 million budget item be increased by $285,000 (15%).**

(c) **Airport security:** While FAA has made a laudable beginning with the demonstration program being conducted by Sandia National Laboratories at BWI Airport, it is still only a beginning. The BWI program will test several combinations of technologies, methods and procedures applicable to that airport, under their operational strictures and conditions.

While there will certainly be broader lessons to be learned from this experience, there remains in place what amounts to a federally-mandated trial-and-error security R&D program at 270

other airports: the rule requiring airports to install access control systems within 18 months.

Last year, AOCI recommended, and indeed, the FY90 DOT Appropriations Bill's report language directed that the FAA conduct operational testing of access control systems at four airports of varying size and complexity.

That directive from Congress was never undertaken.

One possible reason is lack of funding, which we suggest may still not be too late. Although some major airports have begun to implement their amended security plans, the constantly changing interpretations, explanations and clarifications of the requirements emanating from FAA are causing airports to revise their plans even as they are being installed. This underscores the point that the original requirement was poorly executed, and a significant amount of R&D remains necessary to implement a nationwide system of airport security which makes sense.

AOCI therefore recommends that Congress provide R&D funds in the amount of **$12 million to allow FAA to implement the mandated four-airport, 18-month pilot program** to identify, install and test airport security technology and procedures in an operational airport environment.

(d) **Systems Integration:** None of the above makes any sense until each is coordinated with all the others, as well as with additional concepts in both hardware and methodologies designed to strengthen the overall security system. This includes working with enhanced threat assessment procedures, as well as R&D into methods to contain explosions inside aircraft.

This process is necessary to be certain that while one threat is identified and contained, our attention is not diverted from another door being opened by the terrorist. In an effort to **expedite such integration, AOCI suggests raising the request by $300,000 (50%).**

TUESDAY, APRIL 24, 1990.

FAA—NATIONAL BUSINESS AIRCRAFT ASSOCIATION [NBAA]

WITNESS

JONATHAN HOWE, PRESIDENT, NBAA

Mr. **LEHMAN**. Mr. Howe.

Mr. **HOWE**. Thank you very much, Mr. Chairman. I am Jonathan Howe, president of the National Business Aircraft Association.

Mr. Chairman, since many of my colleagues have already touched on many of the issues of concern to all of us, I today want to focus on a more particular issue of great concern that has not been discussed here today. We all of us have great concerns over the subject of airport capacity. But Mr. Chairman, today's AIP formula does not have as its primary goal the creation of additional airport capacity.

Instead, under the current federally administered program, appropriated funds can be and are being used for such things as landscaping, non-air side projects, and terminal beautification. Very candidly, Mr. Chairman, unless we do something to improve the air side portion of our airports, delays will continue to mount in the future.

In fact the current AIP program is further exacerbated by the problem with carryover entitlements. Today unused entitlements by major hub airports become the next year's discretionary funding, and as a result further detracts from the amount of funds that are already very scarce in the discretionary budget.

As you know, Mr. Chairman, discretionary funding is the primary source of revenue for capacity enhancement for non-hub and general aviation reliever airports which are critical to the functioning of this system.

Now what further aggravates the problem, Mr. Chairman, is that many of the major hub airports today already have substantial other forms of revenue and the capability of producing additional revenue. Also they have such political clout that in many cases that they have first access to state and local money.

As a result, under the current entitlement program, we have a system where literally the rich get richer and the poor get poorer. And as a result, we continue this terrible practice of funding things for large airports that do not enhance air side capacity.

Now Mr. Chairman, lest I sound too negative on this issue, I must tell you that there are some airports, some major hub airports in this country, that have indeed used this money very wisely. And one of them, Mr. Chairman, is in your home state of Florida. As I am sure you are aware, the Miami International Airport I think is to be commended for building a new runway in record time using entitlement money as well as state and local money. So there are formulas whereby additional capacity can be used in this area.

But we would like to highlight the fact that the current entitlement and the carryover entitlement program results in a terrible drain of federal resources that could be better used for enhancing system capacity.

Thank you very much, sir.

Mr. LEHMAN. Thank you very much for your concise testimony.

TUESDAY, APRIL 24, 1990.

FAA—AIR TRAFFIC CONTROL ASSOCIATION, INC.

WITNESS

SUZETTE MATTHEWS, GENERAL COUNSEL, ATCA

Mr. LEHMAN. We have one more from the panel testifying. Ms. Matthews.

Ms. MATTHEWS. Mr. Chairman and members of the subcommittee, I am Suzette Matthews, General Counsel of the Air Traffic Controller Association. ATCA appears before you today to urge Congress to support the Department of Transportation's fiscal 1991 budget request for the Federal Aviation Administration, and to ask you to ensure that FAA has adequate funding in order to meet tomorrow's air traffic control challenges as well as today's immediate needs.

With your permission, the full text of ATCA's testimony has been submitted for the record, and I will now provide a short summary.

For FAA operations in fiscal year 1991, the Administration is requesting $4.8 billion, a seven percent increase over the fiscal 1990 enacted level. This increase will support additional air traffic, airway facilities, aviation inspector, and security personnel. ATCA supports these increases both in funding and personnel and urges Congress to appropriate the full amounts requested.

The ATCA is especially concerned that adequate funding be provided for permanent change of station moves, so that FAA can assign its best qualified personnel to a higher level more complex facilities. ATCA also recommends a comprehensive reform of FAA's personnel structure which would give the agency flexibility to set pay with regard to local cost of living and other factors which affect recruitment.

The ATCA is especially concerned that inflexibilities inherent in the federal compensation structure makes it impossible for FAA to attract and keep qualified scientists and engineers who are more highly compensated in the private sector.

The ATCA recommends that $3 billion be appropriated in fiscal year 1991 for FAA facilities and equipment. This amount will support NAS Plan projects now under way as well as other critical facilities and equipment improvements including support for the new Denver and Dallas-Fort Worth airport expansion, the Los Angeles area TRACON consolidation, and the interim support plan.

Today virtually all NAS Plan work is not full funded. Funding shortfalls are translating into project delays. The backlog of deferred funding requirements is now $3 billion and is growing generating a future funding schedule which in the context of federal deficit reduction this nation will be hard pressed to meet.

We must accelerate F&E funding significantly and we must do it now. ATCA recommends that $260 million be appropriated in fiscal year 1991 for FAA research, engineering and development. FAA is faced with the urgent need to step up RE&D efforts in security, aging aircraft technology, human factors, and airport capacity enhancement.

Meanwhile it must continue work on NAS Plan enhancements, better weather detection and dissemination, and other ongoing projects. Research and development is the key to meeting expanding public need for safe and efficient air transport services. FAA cannot do more with less. RE&D funding must be accelerated.

The ATCA urges Congress to authorize and appropriate $2 billion in fiscal year 1991 for airport grants. At a time when airport congestion is fast becoming the limiting factor in our nation's air transport system, we can ill afford to lag farther and farther behind in our support for airport development.

Thank you for the opportunity to express this.

[The prepared statement of Ms. Matthews follows:]

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STATEMENT OF

THE AIR TRAFFIC CONTROL ASSOCIATION, INC.

BEFORE THE

SUBCOMMITTEE ON TRANSPORTATION AND RELATED AGENCIES

COMMITTEE ON APPROPRIATIONS

UNITED STATES HOUSE OF REPRESENTATIVES

April 24, 1990

dedicated to progress in the science of air traffic control

Introduction

Mr. Chairman and Members of the Subcommittee, I am Suzette Matthews, General Counsel of the Air Traffic Control Association, Inc. ATCA is a professional association of thirty-five years standing which has as its goal advancement in the science and profession of air traffic control and aviation safety. Its membership represents all facets of the air traffic control discipline, from air traffic controllers, flight service specialists, and airways facilities maintenance technicians who operate the Nation's air traffic control system, to those who develop and produce the technology which operates the system, to the citizens, government agencies, and airlines who use the system.

ATCA appears before you today in support of the Department of Transportation's Fiscal 1991 Budget Request for the Federal Aviation Administration (FAA), and to urge you to ensure that FAA has adequate funding in order to meet tomorrow's air traffic control challenges, as well as today's pressing needs.

Funding for FAA Operations

The Administration is requesting $4.88 billion in FY 91 for FAA operations, a seven percent (7%) increase over FY 90. This amount will support four hundred ninety-five (495) additional air traffic controllers, four hundred (400) additional safety inspectors and support personnel, one hundred sixty-four (164) additional security personnel, and two hundred sixty (260) additional field maintenance technicians. ATCA supports these increases, both in funding and personnel, and urges Congress to appropriate the full amounts requested.

Adequate funding for qualified FAA personnel is especially critical today. Across the board, various FAA workforces are facing the formidable challenge of adapting to new and rapidly advancing technologies while simultaneously performing a critical safety mission. Today, FAA is midway through implementation of the National Airspace System Plan ("NAS Plan"), a comprehensive capital improvement program through which FAA is replacing aging, increasingly obsolescent ATC equipment with new, state-of-the-art technology and procedures. Not only must FAA's employees maintain safe ATC operations twenty-four hours per day throughout the Nation's increasingly congested and complex airspace, but they must at the same time learn the new skills and procedures applicable to new, advanced equipment. ATCA urges Congress to assure that FAA has the resources -- both people and dollars--to transition smoothly and successfully into this new operating environment, including adequate funds for training initiatives such as FAA's "Flight Plan for Training," and increased amounts for human resource programs.

In addition to sufficient numbers of qualified personnel, FAA needs additional flexibility to manage its resources efficiently. These resources especially include adequate funding for permanent change of station ("PCS") moves which are needed in order to assign FAA's most successful, best qualified staff to higher level, more complex facilities; they include funds for continuation and expansion of the incentive pay demonstration program, which is designed to attract qualified controllers, maintenance, and inspection personnel to hard-to-staff locations and facilities; and they include funding for other FAA personnel initiatives now underway such as increasing scientific/ technical slots, a new Management Intern program, and additional SES positions.

ATCA believes however, that pay and other incentives should be part of a comprehensive reform of FAA's personnel structure which would give the agency flexibility to set wages and salaries for positions at various facilities with regard to local cost-of-living and other factors which affect recruitment. ATCA is especially concerned that inflexibilities inherent in the existing federal compensation structure make it impossible for

FAA to attract qualified scientists and engineers who are more highly paid in the private sector.

ATCA endorses draft legislation which would increase FAA's flexibility in this area, prepared by the Coalition of National Aviation Associations (of which ATCA is a member), and presented to the aviation subcommittees of both Houses of Congress in connection with hearings on "Independent FAA." ATCA also eagerly awaits the Administration's comprehensive legislative plan for modernizing and improving the entire federal personnel structure.

We are expecting spiraling demands upon our Nation's air transport system. FAA projects that between 1989 and the year 2001, operations at ATC towered airports will increase from 61.4 to 79.2 million, or 29%. During the same period, traffic handled by ATC centers is projected to increase from 36.6 million to 47.6 million, or 30%. Similarly, flight services rendered are forecast to increase from 45 million in 1989 to 47.3 million in 2001, an increase of 5%. [See, "FAA Aviation Forecasts, Fiscal Year 1990-2001," Report FAA-APO 90-1, March 1990, pp. 122-129.] Moreover, the Administration's increased emphasis upon illegal drug interdiction, and the necessity for stepped-up surveillance against the threat of international terrorism are imposing substantial additional demands upon FAA resources.

In short, if the Nation's air transportation system is to keep pace with the demands of tomorrow's economy, FAA must have the funding necessary to hire and train the people it needs to supply ATC and other services required by an expanding aviation marketplace. It is time to abandon the misguided notion that FAA "can do more with less," and to recognize that FAA cannot continue to provide the same high quality services in an expanding market with diminished resources.

Funding for FAA Facilities and Equipment

ATCA urges Congress to appropriate funding of $3 billion in Fiscal Year 1991 for FAA Facilities and Equipment. This amount is sufficient for NAS Plan projects underway, other needed capital improvements such as equipment for the New Denver Airport and DFW expansion, the Los Angeles Basin Consolidation and Interim Support Plan, and some additional needed improvements identified by users but not yet incorporated in FAA's capital improvement plans.

The Administration has requested only $2.5 billion for Facilities and Equipment in FY 91. ATCA submits that the requested amount falls far short of that needed to avoid delay in delivery of critical capital improvements. In keeping with the Nation's effort to reduce the Federal budget deficit, FAA has in recent years operated in an atmosphere of fiscal austerity. The agency has attempted to keep NAS Plan improvements on schedule despite funding shortfalls by taking some projects off full-funding [1] reprogramming funds from technically immature projects to other projects more ready to proceed, and prioritizing program needs. Although this approach was successful during the early, largely developmental stages of the NAS Plan, funding flexibility has evaporated now that FAA has reached implementation on a majority (81%) of projects. Funding shortfalls FAA now experiences in its Facilities and Equipment account are translating directly into project delays.

Moreover, although a significant portion of the NAS Plan work and funding already is behind us, by the end of FY 90 a substantial "bow wave" (approximately $3.0 billion) of deferred funding requirements will have accumulated which must be incorporated into NAS Plan appropriations in future years. This backlog of unfunded needs, added to substantial future NAS Plan funding requirements, is generating a future NAS Plan payment schedule which the Nation will be hard pressed to meet. And the near term future requirements will be considerable indeed. For example, even including the Administration's FY 91 request, less than $1.5 billion, or one third of the $4.4 billion projected cost of the Advanced Automation System will have been funded by the end of FY 91. Including the Administration's FY 91 request, only $357 million, or 45% of the projected $892 million cost of the Voice Switching and Control System ("VSCS") will have been funded by the end of FY 91. And as a final example, including the Administration's FY 91 request, only $213 million or 19% of the projected $1.113 billion cost of the Microwave Landing System ("MLS") will have been funded by the end of FY 91. We must take care to meet all current funding requirements as they come due; in an atmosphere of continuing deficit crisis, we cannot expect today's funding shortfalls be made up in future years.

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[1] Today, virtually all NAS Plan work is not full-funded.

Adequate funding for FAA capital improvements is becoming more and more critical as the existing infrastructure ages, and becomes less reliable and more difficult and expensive to repair. As noted in the Department of Transportation's National Transportation Policy, deferral of needed maintenance only increases the eventual cost of the repairs, and reduces the benefits associated with new and better systems. Moreover, during the next decade, our Nation's air transportation system will be characterized by rapidly increasing demand for airline and air traffic control services. New technologies and equipment bear the promise of additional air traffic capacity and efficiency, as well as greater reliability and increased safety. In order to maximize the benefits of this new technology and meet the needs of our Nation's expanding economy, FAA must have the financial resources needed now to field new systems as quickly as technology permits. 2/

2/ ATCA observes that the budget justification for FAA lists a total requirement for terminal doppler weather radar of forty-

Funding for Research, Engineering and Development.

The Air Traffic Control Association recommends that Congress appropriate at least $260 million in FY 91 for FAA Research, Engineering and Development. Although the amount recommended is one fourth greater than the Administration's $190 million request, both the need and the opportunity are very great. In today's environment of exponentially increasing demand and rapidly advancing technology, FAA's program of research, engineering and development is the key to meeting expanding public need for safe and efficient air traffic services.

The need for new and improved aviation technologies has never been greater. With air traffic rapidly outstripping the capabilities of today's air transportation system, we must continually develop and exploit innovative concepts and advanced technologies in order to meet tomorrow's aviation challenges. Moreover, with the need to develop and field improved security

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(footnote continued)
seven (47) systems. It is ATCA's understanding that an option exists with the supplier for purchase of an additional fifty-five (55) systems, thereby assuring coverage for approximately 83% of the aviation activity in the U.S. In view of the disastrous contributions that severe weather, and in particular, the microburst or "windshear" plays in major aviation accidents (between 1975 and 1985, over 450 fatalities and 149 accidents have been directly attributed to wind shear), ATCA urges FAA to continue apace with purchase and installation of these additional systems.

products and mechanisms to combat international terrorism, FAA's existing RE&D funds are being stretched to the absolute limit.

FAA must accelerate the development of RE&D products and establish a fast-track mechanism to implement them on a priority basis so that the agency will be in a position to meet near term NAS demands for improvements in safety, airport capacity, management of airport and human resources, airport security, and aircraft efficiency. In addition to near term projects, FAA must develop a long range view of the intended evolution of the NAS as a basis for RE&D and F&E planning. FAA should be able to demonstrate this view in a national simulation laboratory, as mandated in the Aviation Safety Research Act of 1988, Public Law 100-591, and now planned, in order to obtain agreement from NAS operators and users, and to encourage compatible development in aircraft, aircraft systems, and, where appropriate, airports.

Near term research projects should emphasize the development of procedures, technology, and automation such as: Aging aircraft inspection/airworthiness technology, emphasized detection and other security technologies, toxicology, and radar and automation technologies to reduce runway incursions and extend the use of multiple approach streams in instrument conditions, thereby enhancing airport capacity and reducing delays.

FAA also must be encouraged to provide the necessary procedures and resources to expedite the transition from RE&D to implementation. Current FAA Technical Center resources are consumed by implementation of the NAS Plan, and research activities are receiving lower priority. An appropriate mechanism needs to be developed and funded to provide a fast track to field testing and implementation of successful prototyped development products. FAA must continue apace with ongoing engineering and development of advanced technologies such as data link, advanced traffic management, Automated En Route Air Traffic Control Phase 3 ("AERA 3"), automated dependent surveillance, terminal automation, and surface automation. Greater research emphasis also must be placed on human resource issues. While most of these research ideas will be integrated into the Advanced Automation System, some can provide near term system improvements before implementation of the AAS. For example, early implementation of data link operations with the enroute Host Computer and in the terminal environment to provide automated general message communication in ATIS (Automatic Terminal Information Service) format, and the development and implementation of automatic dependent surveillance, with extensions world-wide, must be pursured aggressively.

All of these ongoing R&D programs, many of which are mandated by the Aviation Safety Research Act of 1988 are necessary, and worthy of our dollars as well as our approval. However, judging by past problems in bringing research to fruition, FAA must be empowered with adequate and appropriate resources, human and financial, to meet the challenges facing aviation.

In research and development as in the case of operations, FAA cannot reasonably be expected to "do more with less." Therefore ATCA urges Congress to appropriate $260 million for FAA Research, Engineering and Development in FY 91.

Airport Improvement Program

ATCA recommends that the obligations limit for federal Grants-in-Aid for Airports be increased in FY 91 to $2 billion. This recommended amount is $500 million more than the Administration's request.

While progress is well underway to modernize and automate our Nation's air traffic control system to meet tomorrow's traffic demands, airport congestion promises to be tomorrow's capacity crisis. In his National Transportation Policy, DOT Secretary Skinner has pledged that the Department of Transportation will work with state, local and private interests to ensure that essential new capacity is provided in transportation systems of national significance to meet critical national needs. The National Council on Public Works Improvements has recommended that capital spending on the Nation's air transport infrastructure, including airports, be increased by 100% over current levels. A study conducted jointly by the Airport Operators Council International and the American Association of Airport Executives has identified $50 billion--$10 billion per year--of needed improvements to the Nation's airports. It is clear that the pace of improvement in our Nation's system of airports could, and should, be accelerated significantly.

As in the case of FAA Facilities and Equipment funding, we are falling farther and farther behind in financial support for our Nation's airport infrastructure. Since the most recent reauthorization of our national airports program in late 1987, appropriations for Grants-In-Aid for Airports have lagged cumulatively behind authorizations by nearly $1 billion. In order for the benefits of NAS Plan improvements to be realized fully, functional groundside capacity must keep pace with the growing capacity of our ATC system to accommodate more aircraft.

Airport and Airway Trust Fund

The Administration's 1991 Budget proposes changes to existing law which would substantially increase the taxes/fees paid by aviation users, and would increase the contribution that aviation user fees make to the costs of FAA operations. Although ATCA fully supports increased funding for FAA capital improvement programs and operations, ATCA suggests that a user fee increase in FY 91 is premature. Current projections indicate that under the existing tax structure, revenues will flow into the Trust Fund at a rate of over $4 to $7 billion per year.

with simultaneous spend-down of the existing balance, under current law Trust Fund dollars should suffice to meet FAA needs during the recommended five-year reauthorization period. Moreover, should a user fee increase be required in the future to support FAA programs, ATCA recommends that any such increases be predicated upon (1) spend down first of whatever surplus balance exists in the Airport and Airways Trust Fund, and (2) legislative reforms, such as those contained in S.1600, which assure that those increased taxes and fees will be applied in a timely fashion to the aviation infrastructure improvements for which they were intended.

With respect to budgetary reform, the Air Traffic Control Association in concert with the Coalition of National Aviation Associations supports legislation which would remove the Airport and Airways Trust Fund from the Unified Federal Budget. Moving the Aviation Trust Fund off budget would encourage spending on aviation programs by eliminating the incentive to permit the fund balance to mount up in order to artificially diminish the appearance of the federal deficit.

Year after year the backlog of needed aviation infrastructure improvements grows; year after year Administration budget requests for facilities and equipment are less than the amount needed, and then Congress appropriates even less; year after year the "bow wave" of unsatisfied funding requirements builds. Meanwhile, the uncommitted balance or "surplus" in the

Airport and Airways Trust Fund mounts, approaching $7.6 billion by the end of FY 90. This situation is unfair to aviation users who pay aviation fees/taxes. It also is confusing and frustrating to the public which every day is becoming more conscious of the use and non-use of federal trust funds, impatient with the apparent snail's pace of needed aviation infrastructure improvements, and burdened to the breaking point with surcharges, user fees and other assessments.

Conclusion

More and more, the public is relying upon air transportation as its preferred method of long distance travel; more and more, Americans are concerned about safety and efficiency in air transport. While supporting the goal of Federal deficit reduction, ATCA urges the Congress to join with the Administration in making improvements to the air transport system a special National priority.

Thank you for the opportunity to present these views.

Mr. **Lehman**. I want to thank the panel. I have a couple of questions for Mr. Gormley.

Does your coalition have a position on the passenger facility charge that has been recommended?

Mr. **Gormley**. No, sir, we do not. I think that were you to poll the members up here that you would get a wide difference of opinion.

Mr. **Lehman**. Not the Coalition?

Mr. **Gormley**. No, sir. It is a very loose Coalition.

Mr. **Lehman**. You take the Fifth on that.

Mr. **Gormley**. On some things, yes, sir.

Mr. **Lehman**. The FAA tells us that the NAS Plan has not been affected by the lack of funds, but that most of the problems have been for technical reasons such as a lack of technology.

Do you agree that we should fix the technical problems before spending additional funds on such systems and not throw more dollars on systems that have not been technically up to speed yet?

Mr. **Gormley**. Yes, sir. I think that most if not all of us would agree that that makes good sense. There is no sense in investing money into equipment that is not going to work.

Mr. **Lehman**. And Mr. Bassett, on GPS, the cost will be a billion dollars. I asked some of these questions yesterday. And that is, not what it is going to cost the government, but now how much is it going to cost the commercial aircraft to implement these type of receptors?

Mr. **Bassett**. In terms of the commercial aircraft, I prefer at this point to defer to Bill Hoover in ATA. In terms of general aviation aircraft, I think that the tradeoff is clear. We can see technologically a system that is somewhere around $5000 or $6000, and we can install the box that ultimately will give us both the GPS and LORAN C capability. Of course when the demand goes up, the price is going to come down and be very reasonable for general aviation.

The tradeoff over time is the potential increase in taxes, as we are seeing now proposed by the Administration, and some of the other user costs such as MLS implementation of what it will do to the users. So from a cost perspective for our members, it will be very favorable down the road.

Mr. **Lehman**. Do you have any addition for ATA?

Mr. **Hoover**. Well, I think that there are a great number of uncertainties in terms of looking at costs and alternatives to MLS such as satellite systems. We think that satellite systems are the wave of the future. I think that we tend to believe that they will come in at a time period further down the road. And we cannot afford to have a system that we have to use every day which is having very significant problems today in terms of reliability. We cannot afford to have a gap in our ability to operate.

I think that we need to understand a great deal more about the cost. I do not think that the avionics cost per se to the airlines will be a driving factor in terms of going to satellite systems, but all of the various alternatives need to be understood a great deal in terms of what their cost will be.

Right now we are looking at GPS as sort of a free system. The Department of Defense is going to be under a great fiscal constraint as well. They may not choose in the future to put up these satellites. And at $50 million a satellite for replacement cost, those become significant down the road. So I think that we have to look at the cost of all of the alternatives very carefully.

Mr. **Lehman**. Who has the authority over these satellites? At present, I understand that DOD really controls the satellite situation. Do you anticipate DOD releasing the type of control that they have now to FAA without interfering with what they consider to be our national security?

Mr. **Bassett**. Mr. Chairman, I think that our response to that would be that we already know that the Department of Transportation and the Department of Defense are starting to get their heads together and the Secretaries are getting their heads together relative to civil use of GPS. And of course civil use of GPS has been something that has been on the table for a number of years. And it has been agreed that the civil user will indeed be using GPS.

The accuracy of the system whether it is a sole system or whether it is a hybrid system linked with some kind of a ground based random routing capability is the question. And there has been a recent test that has been conducted by DOT which tested the potential accuracy of the hybrid system if indeed the GPS as a sole system was not as accurate as DOD would want it to be for civil users, and they have that capability to change that accuracy. And the result of all of that was the fact that a hybrid system would be highly accurately.

Mr. **Lehman**. Thank you.

Mr. Coughlin.

Mr. **Coughlin**. Thank you, Mr. Chairman.

This is certainly a high powered panel, if not an entirely coalesced panel. Let me first congratulate Mr. Bassett. I understand that he has become a father again, and please give our best to Judy.

Mr. **Bassett**. I will do that. The other one is nine years. It has been nine years since I have been up for 2:00 and 4:00 feedings in the morning. It is unusual. Thank you. I will pass that on.

Mr. **Coughlin**. I know that, historically, that AOPA has been opposed to the MLS system. I take it that that is not the position of the Coalition generally.

Mr. **Gormley**. I think that it is fair to say that we are all content to await the outcome of the tests that are ongoing right now before any future firm decisions can be made.

Mr. **Coughlin**. The basis upon which the AOPA has historically been opposed to the MLS as I understood it was the cost of equipping the individual plane or aircraft with that satellite system, is that correct?

Mr. **Bassett**. To a great extent, Mr. Coughlin, that is the basis of our opposition at this time. And at one time, MLS sometime back may have been a viable alternative. But because of the kind of ILS systems that we have now which are clearly far more reliable than the old tube type systems used to be, many of the advantages of MLS went away. And then when you compare the fact that the cost in broad terms for ILS is in the neighborhood of $1.1 million versus $250,000 installed for ILS, that is a secondary consideration.

And then the direct cost to the user, and that is the cost that has not been talked about to a great extent. For our users to put a MLS box in their airplane, and half of our fleet is now equipped with ILS, would be an expense currently in the neighborhood of $20,000. The best case scenario we feel is somewhere around $8000. It is frankly more than we want to spend for what we believe will be a system that will provide us with few benefits and will probably create tremendous environmental and political problems in communities in which ILS is placed.

Mr. COUGHLIN. But as I understand your response to the Chairman that as far as GPS is concerned that you would support that because the cost of equipping aircraft for that would not be as expensive as MLS, is that correct?

Mr. BASSETT. Precisely. If we had the GPS capability, that would provide us as well with we believe precision approach capability or the worst case scenario that we would still carry ILS. In the long run, that is a less expensive way for us to go than the piecemeal approach that we seeing right now.

Mr. COUGHLIN. Turning to airports for a moment, I would assume that Mr. Howard and Mr. Howe might not totally agree on the funding for hub airports versus non-hub airports, and that is not a Coalition position.

Mr. HOWE. I think that is correct, Mr. Coughlin. I think in our view that we certainly endorse Mr. Howard's testimony and that of the Coalition on the need for additional funding for airports. There is nothing in my testimony that suggests that we do not believe that airports need additional funding. What we are concerned with is the traditional method of computing the entitlement formulas versus the discretionary formula and the so-called carryover entitlement that further reduces the amount of discretionary funding available for capacity relief and many of the abuses that we have seen in the past frankly of the entitlement formula.

Mr. COUGHLIN. Thank you, Mr. Chairman.

Mr. DURBIN. Thank you, Mr. Coughlin. There has been a peaceful transition here from the lower depths of the subcommittee. Mr. Lehman has to go to the Floor. I just have a couple of questions.

Mr. Hoover, I really enjoyed your testimony and it was really comprehensive.

Mr. HOOVER. Thank you.

Mr. DURBIN. There is some discussion and debate as to the percentage of responsibility of the aviation trust fund for FAA operations. Some have argued that they estimate that 15 percent of our airport capacity is used for military purposes in the United States, and would then argue that 85 percent should be the responsibility of commercial, civil, and private aviation.

And as I understand it under the current scheme of things that about 53 percent of the expense of aviation, the expenses of the operation of FAA, is being sustained by the aviation trust fund.

What percentage figure would you be comfortable with?

Mr. HOOVER. A qualifier and a big qualifier is if capital funding is fully funded, if the needs for capital equipment funding airports F&E are fully funded, we would support 75 percent of the FAA budget coming out of the trust fund, but that has not been the case thus far.

Mr. **Durbin**. How do you come up with 75 percent?

Mr. **Hoover**. We generally think that if you can assess 15 percent to the general fund for the use by the military and other governmental uses that there is at least another 10 percent of general good to the American public as a result of our national air transportation system. I mean there are just so many examples of how everyone benefits from this system who may never come near an airplane, people who have jobs in hotels at airports that are created because those airports are there and they are being serviced. Disaster relief for Hurricane Hugo or the San Francisco earthquake, just so many things that would add to the general fund.

Mr. **Durbin**. You qualified it by saying if we have fully funded construction?

Mr. **Hoover**. Capital needs of the national air transportation system.

Mr. **Durbin**. Do you think that that should be the first priority of the aviation trust fund?

Mr. **Hoover**. Yes.

Mr. **Durbin**. And then you would be given a choice at that point to either reduce spending on FAA operations or turn to the general treasury for the difference, which do you prefer?

Mr. **Hoover**. First of all, we certainly support fully funding FAA's total need. The additional 25 percent that would be necessary for O&M funding for example, we believe should come out of the general fund.

Mr. **Durbin**. I guess that I was coming at it from a little different angle.

If in fact the capital construction that is taken from the aviation trust fund left it impossible to come up with the 75 percent figure for FAA operations out of that same trust fund, are you suggesting then that we turn to general revenue to make up the difference?

Mr. **Hoover**. Yes.

Mr. **Durbin**. So it would be beyond 25 percent, and it could be a much larger figure?

Mr. **Hoover**. Yes.

Mr. **Durbin**. Do you know what your estimates and what your suggestions would lead to in terms of increased spending of FAA? I notice in your testimony that there were quite a few areas where you felt that we should spend more.

Mr. **Hoover**. We have, as you noted, made an attachment showing those areas where we would recommend increased funding for each of the FAA areas. For example, in the F&E account, it is about another half a billion dollars.

Mr. **Durbin**. What would you be over the President's request, if you added up all of your items?

Mr. **Hoover**. Approximately, well considering R&D, close to $900 million.

Mr. **Durbin**. Thank you.

Mr. Howard, this Subcommittee in past years has considered an issue which may now be of consideration or concern to you, and that is the question of smoking. And we have at least come to the conclusion that most of the flights in the United States will be nonsmoking flights. It has been my experience that the activity in smoking has now shifted to your jurisdiction, and that passengers on and off planes are smoking more in the terminals, and that there is very little separation of passengers in the smoking and non-smoking section, and virtually no enforcement of smoking regulations.

In the industry do you detect the same thing, and if so what is your industry prepared to do about it?

Mr. **Howard**. Well, we really have not. It has not come really to that much attention of the Association itself. So it must be that if it is being directed that it is probably at the local airports. I certainly would feel that there is a need for more compartmentalization of smoking and non-smoking areas. And I would believe most airports would certainly support that.

Mr. **Durbin**. Since there is an array of jurisdictions over different airports, the cities and different taxing authorities and counties.

Mr. **Howard**. That is true, exactly. Certainly most responsible airport managers today are trying to make those distinctions and provide areas for people so they do not get inflicted by smoking.

Mr. **Durbin**. Does your Association do any type of regular survey of the airport managers or the operating authorities in terms of health problems and safety problems to determine if there is a national need for some new policy?

Mr. **Howard**. We have not done one on this subject, no.

Mr. **Durbin**. I hope you will consider that.

Mr. **Howard**. We will.

Mr. **Durbin**. All right. Thank you. I have nothing further. It looks like I am the last of the panel. Thank you for joining us.

TUESDAY, APRIL 24, 1990.

FEDERAL AVIATION ADMINISTRATION

WITNESS

JAY FRANKE, COMMISSIONER OF AVIATION, CITY OF CHICAGO

Mr. **Durbin**. Our next witness is Jay Franke, Commissioner of Aviation, Chicago.

Mr. **Franke**. I feel lonely up here in comparison with the last panel.

Mr. **Durbin**. If you need any assistance, please bring them with you. You may proceed, Mr. Franke.

Mr. **Franke**. My name is Jay Franke. I am the Commissioner of Aviation of the City of Chicago. I appreciate the opportunity to present testimony this morning. We have submitted written testimony which I will summarize briefly here.

As Commissioner of Aviation in Chicago, I have the privilege to preside over Chicago O'Hare International Airport, concededly the most delay-prone airport in the entire national transportation system. There is no one more concerned about delay at O'Hare than the City of Chicago. We are constantly looking at ways to reduce delays there. Part of our problem is it is difficult to quantify delay accurately. Official statistics tend to mask the problem. The Department of Transportation reports delay against published airline schedules. When you look at those schedules, you will discover, for example, that you can fly from Chicago to St. Louis in 68 minutes at one time of the day and in one hour and twenty-five minutes—85 minutes—some other times of the day, a 17-minute schedule variance representing 25 percent of the base flying time.

In fact, I might point out the actual flying time from Chicago to St. Louis is something like 45 minutes. So, you can see that the official statistics based on airline schedules tend to hide or mask or obfuscate the true extent of delay built into the system. We are working to develop new measures for both the quantity of delay and the economic cost of delay to the system. That cost is unquestionably in the hundreds of millions of dollars at O'Hare alone and in the billions nationally.

Since 1982, in order to delay problem, the city and the airlines at O'Hare have invested over $2 billion in improvements of one kind or another. That has not prevented the delay problem from getting worse in part because public investment has not kept up with private investment. You have heard this morning from a number of witnesses testifying to various kinds of public investment that can be made. We need the help of the subcommittee here and the Congress to make sure that that investment does occur.

A relatively small investment of public funds in a variety of ways will insure a dramatic reduction in delay, saving hundreds of millions, billions of dollars nationally every year.

We are specific looking for a continuation of the air traffic controller pay demonstration program instituted last year which is beginning to bring more and better air traffic controllers to Chicago and to other large airports. The total cost of that program is only $25 million nationally, of which O'Hare gets only a small proportion and, yet, we can already see a big payback in terms of air traffic control quality. Small investment, large return.

We would like to see O'Hare F&E projects, facilities and equipment projects, prioritized by this committee and otherwise. We need a new air traffic control tower at O'Hare. The last one was built in 1971 when air traffic was running at half or less of what it is right now. The current facility is small and in many respects shockingly shoddy.

We need installation of new radar systems at O'Hare. Something called Quick Scan Radar which may have been referred to here earlier is already under testing in Raleigh, Durham and in Memphis. We need those systems at O'Hare. I am informed that the procurement process for that kind of system takes six or seven years. That is a questionable length of time. It bespeaks questionable management practices. We need to speed up procurement at the FAA level, bring technology in: available, affordable technology. Again, relatively small investment, big payback.

We need your support. Preferential report language, if possible, for Chicago's AIP discretionary requests. These are not large dollars in the overall scheme of things, but they will result in significant marginal delay reductions at the world's busiest airport. We thank you for your support in previous years in this regard. We want to make sure that continues.

Finally, I would like specifically to thank this subcommittee for mandating the Airport Capacity Funding Advisory Committee which Mr. Howard referred to earlier. This is the committee that has been studying the passenger facility charge issue, the PFC issue, convened at the behest of Secretary Skinner and under the mandate of this committee. That committee has worked successfully. Its report will become public shortly, if it has not already. I gather it is coming out very soon. I am extremely proud of that group and the work that was done there. I believe that the report of that committee will represent the first semi-consensus that the industry, the aviation industry, will reach concerning the administration and structure of a passenger facility charge. That report should provide a very useful foundation for serious congressional discussion of the passenger facility charge. Both Mayor Daley and myself strongly urge that this committee and the Congress consider that report, consider the passenger facility charge and all the benefits that it will bring to the aviation system.

I have no further prepared comments. Thank you for your attention.

Mr. DURBIN. Thank you, Mr. Commissioner.

We just had testimony earlier from the Air Traffic Controllers group in terms of that pay demo and there were concerns expressed that there have been some administrative obstacles in transferring fully qualified air traffic controllers to the Chicago Center. Have you run into any of those experiences?

Mr. FRANKE. We have heard anecdotally. I have no hard data on it. We have heard anecdotally that the funds for a permanent change of station, PCS funds, were somehow not available. This goes back to my comments about procurement and administration. It is easy for the Congress to mandate or the Congress may mandate something, but actually getting it done through the bureaucracy is another question indeed. I encounter the same problems daily with the City of Chicago. I understand how bureaucracies work. You have got to fight the issue through.

Mr. DURBIN. But can you point in your testimony today to specific improvements at Chicago Center because of the pay demo project?

Mr. FRANKE. The pay demo project has brought additional controllers into Chicago. The number is not significant yet. We are talking in terms of somewhere around 5 to 8 to 10 people.

Mr. DURBIN. Out of a total of?

Mr. FRANKE. Out of a total of probably at the tower, at the TRACON level, there are about 80 people on duty there, full-time equivalents at any one time.

Mr. DURBIN. So, you are talking about perhaps 5 or 10.

Mr. FRANKE. It is not a significant number yet, but we hope it will become a significant number. And, more importantly, at the margin, those people are crucial. That additional controller enables you to cover the additional marginal approach patterns that you would otherwise leave uncovered and marginal improvements have a significant effect on delay reduction.

Mr. DURBIN. Are you familiar with complaints about equipment available to the air traffic controllers?

Mr. FRANKE. Just this week, there was a story in the newspapers. Apparently, there are not enough chairs to go around at the TRACON. There were 120 people there or 140 people there and 120 chairs on some days. This, again, bespeaks the lack of procurement and administration. That if you just take a physical tour of the O'Hare Tower, you will not be impressed with the condition of the facility.

Mr. **Durbin**. I have been there and I agree with you.

Mr. **Franke**. It does not bespeak the kind of operation you would like to see.

Mr. **Durbin**. I read the story about the chairs. I hope something is being done about that.

Mr. **Franke**. They do have enough chairs, now.

Mr. **Durbin**. That is good news. "For want of a nail."

Let me ask you about this new air traffic control tower. Is it my understanding that there are funds in FAA's budget for this tower?

Mr. **Franke**. I believe that it is fully funded, yes. We are pressing ahead with the design. We hope to begin construction next year.

Mr. **Durbin**. Good. And on the radar system that you talked about, this six or seven-year lag in obtaining that radar, what steps have you taken to start toward obtaining such a system?

Mr. **Franke**. As a city, we are rather handicapped in our ability to do more than testify here today, take steps such as this to encourage you to encourage the FAA to move forward on these systems by any means possible.

I understand the FAA is subject to a lot of procurement obstacles. I encounter the same thing everyday myself in the city. You simply have to figure out ways over, under, around and through those obstacles to get these systems in place.

Mr. **Durbin**. Can I ask one question and this, perhaps, you can answer, perhaps you cannot. I recall hearing a year or two ago that there was some penalty clause in the formula funds for O'Hare.

Mr. **Franke**. We are capped. Normally, the funds are allocated on a per-passenger basis. The largest airports are subject, however, to a cap that sets in—I believe the top three or four airports are affected by the cap.

Mr. **Durbin**. It affects airports other than O'Hare?

Mr. **Franke**. I believe Dallas and Atlanta are also affected. I am not sure.

Mr. **Durbin**. Do you know what that has cost O'Hare in terms of——

Mr. **Franke**. I can certainly find out, but I cannot hang a number on it as I sit here today. It is about $4 million each year from what I gather.

Mr. **Durbin**. Mr. Coughlin, do you have any questions?

Mr. **Coughlin**. I did raise the question of the chairs with Admiral Busey. And he said it would be recitified within a matter of hours. And I take it, it was.

Thank you, Mr. Chairman.

Mr. **Durbin**. That is the kind of quick response this Subcommittee can bring about.

Mr. **Franke**. It is unfortunate it has to be in the newspapers.

Mr. **Durbin**. Sometimes that helps. Thank you very much, Mr. Franke. We appreciate your testimony.

[The prepared statement of Mr. Franke follows:]

TESTIMONY OF

JAY R. FRANKE

COMMISSIONER

DEPARTMENT OF AVIATION

CITY OF CHICAGO

BEFORE THE

SUBCOMMITTEE ON APPROPRIATIONS

COMMITTEE ON TRANSPORTATION

UNITED STATES HOUSE OF REPRESENTATIVES

APRIL 24, 1990

Good Morning, Mr. Chairman and members of the Subcommittee on Appropriations. I am Jay Franke, Commissioner of Aviation for the City of Chicago. I appreciate the opportunity to testify regarding the needs of the Chicago airport system.

My testimony deals with the most critical issue facing the aviation industry today--aircraft delay. I am specifically going to address the severe delay crisis facing Chicago's airports, particularly O'Hare International Airport. My comments will also focus on three areas in which the Subcommittee can assist our efforts to reduce delay:

1. Continuation of the Air Traffic Controller Pay Demonstration Project;

2. Support Funding for Chicago Facilities and Equipment Projects and;

3. Support Chicago's AIP Discretionary Goals.

Before addressing these areas, I would like to briefly describe the delay problem.

CHICAGO HAS THE WORST DELAY CRISIS OF ALL MAJOR AIR CARRIER AIRPORTS AND CONTRIBUTES TO THE NATIONAL DELAY PROBLEM

In my short tenure as Commissioner of Aviation for the City of Chicago, I have quickly realized that solving the delay crisis in Chicago must be the driving force in both City aviation and economic development policy. According to a 1989 Federal Aviation Administration (FAA) report, O'Hare Airport has the highest delay level of all U.S. commercial airports, with over 100,000 hours of annual aircraft delay. (See Attachment A) O'Hare is the only major air carrier airport that currently exceeds that threshold. Approximately one out of every eleven aircraft using O'Hare in 1989 experienced a delay of fifteen minutes or more, according to the FAA. And because O'Hare is the primary airport in the nation's hubbing system and a major international gateway, aircraft delay in Chicago translates into aircraft delays at other U.S. cities and abroad.

Unfortunately, many of the "official delay statistics" do not indicate the true delay problem. For example, the actual flight time from St. Louis to Chicago is about 45 minutes. If you examine the Official Airlines Guide (OAG) for scheduled flights from St. Louis to Chicago, you can catch a morning TWA flight which will get you to O'Hare in one hour and 8 minutes. If you take a TWA early evening flight, a peak aircraft operational time at O'Hare, you would be scheduled to arrive at O'Hare one hour and twenty-five minutes later. Whether the delay occurs in St. Louis or Chicago is not really the issue. The point is that the airlines, in response to growing delay levels, are building delay into their scheduled flight times to maintain a high level of "apparent" on-time performance. As a result, the real delay problem is blurred because of this and other types of masking practices. As an airport operator, this impairs my ability to determine the full extent of the delay problem.

In January 1989, a Chicago Delay Reduction Task Force was convened by the City and the FAA. In August of this year, the Task Force will issue a series of recommendations for reducing delay, as well as a comprehensive assessment of actual delay in Chicago and its causes. It is our goal to lift the fog on the delay crisis.

Aircraft delay at the Chicago airports is both a local and national problem. No one is more frustrated by this issue than the City of Chicago. The City, along with the airlines, has invested over $2 billion in the soon-to-be completed O'Hare Development Program. The goal of the program, an undertaking of over 90 separate capital projects since 1982, is to bring landside (terminal/roadway) capacity into balance with the real and underutilized airfield capacity at O'Hare. Despite this enormous investment in our aviation infrastructure, the FAA has not made a commensurate investment in their Chicago facilities, and a result, delay has grown.

While the City will continue to identify short and long term projects geared at reducing delay, it is evident that airport facilities are only part of the overall solution. For a variety of reasons, improvements to the air traffic control system have simply not kept pace with airport and aircraft improvements that should have increased capacity and efficiency. Not only have technological improvements been particularly slow to come to Chicago, but also, and more importantly, the O'Hare air traffic control tower (ATCT) and the Aurora Center have been understaffed chronically.

The evidence of these conditions is found throughout the FAA's report, System Safety and Efficiency Review -- Chicago O'Hare International Airport, dated September 15, 1988. Similar findings are anticipated to emerge from the Chicago Delay Reduction Task Force recommendations expected in August 1990. Chicago has long suspected that one reason for such "poor cousin" treatment is the High Density Rule (HDR)--the "slot" system--which conceals the most visible problems of congestion and delay by restricting air traffic. We believe the HDR has dampened complaints and pressure for corrections. Chicago fears that, historically, equipment that could have helped O'Hare has instead gone elsewhere, to places that do not have the HDR. In short, the FAA has focused more time, energy and resources into controlling and constraining air traffic at O'Hare than in solving their end of the delay problem via investments in personnel and equipment in Chicago.

I met with FAA Administrator Busey earlier this year to discuss our initial ideas about air traffic control improvements needed to begin a process of delay reduction. I have become increasingly confident in recent months that the FAA is committed to working aggressively to reduce aircraft delay in Chicago. This means not only fulfilling equipment and staffing requirements, but also altering the philosophical view of O'Hare as a "sacred cow" (because of our status as the world's busiest airport) in the air traffic control system--an FAA bias which has impeded the designation of O'Hare for technological demonstration projects since the seventies and permitted other airports to enjoy ATC procedural improvements long before they are ever introduced at O'Hare.

The FAA, the City, and the airlines are working closely and aggressively to identify ways to reduce delay. These solutions will necessitate local and federal, public and private, resources and cooperation. The balance of my testimony will focus on three specific areas the Subcommittee on Appropriations can assist our efforts to reduce delay:

1. Continuation of the Air Traffic Controller Pay Demonstration Project;

2. Support Funding for Chicago Facilities and Equipment Projects,and

3. Support Chicago's AIP Discretionary Goals.

CONTINUATION OF THE AIR TRAFFIC CONTROLLER PAY DEMONSTRATION PROJECT

Last year Congress approved a five year Air Traffic Controller Pay Demonstration Program to create an incentive for "full performance level" controllers to come to Chicago, and other difficult-to-staff centers, and thereby achieve full staffing levels. Approval of the program came as welcome news to the City of Chicago.

The O'Hare air traffic control center was one of the most severely affected FAA facilities during the PATCO strike of August 1981. Of the twenty-two "pacing" airports, (an FAA term that applies to those airports which account for 95 percent of the total delays incurred by air carrier aircraft) the Chicago Center and O'Hare Tower were the last to be released (March 1984) from emergency constraints imposed at the beginning of the strike. In October 1988, seven years after the PATCO crisis, continued understaffing at the Chicago facilities and five air traffic controller errors in as many days resulted in the FAA imposing new restrictions on arrivals at O'Hare and Midway Airports. Due to these restrictions, delays at Chicago airports grew, causing massive disruptions of national air carrier schedules, delayed and canceled flights, missed cargo operations and enormous passenger and business costs.

The 1988 FAA System Safety and Efficiency Review of O'Hare identified over 75 short and long term projects to upgrade air traffic control. Among its recommendations, the Study proposed the pay demonstration program. The O'Hare air traffic controller work force has been the best for many years, in spite of the chronic understaffing that has made their jobs all the more difficult. The 20% pay incentive was seen as necessary to continue to attract the best ATC talent into the high traffic level environment at O'Hare. This factor, along with the higher cost of living in the Chicago area and the local climate, has made it difficult to attract or keep the full performance level controllers needed to meet staffing requirements in Chicago.

Less than one year into the program, I am told by regional FAA officials that the program is making a difference. I also anticipate that the Chicago Delay Task Force will identify new air traffic procedures requiring additional personnel. As a result, continuation of the pay demonstration will be essential to achieve the staffing and proficiency levels necessary for implementing delay reduction measures.

I want to thank this Subcommittee for supporting this program last year. It is crucial that the program be continued in order to maintain stability, experience and staffing levels at Chicago ATC facilities. Specifically, we are requesting your support of a $25 million earmark for the FAA to continue the Air Traffic Controller Pay Demonstration Project. In addition to the Pay Demonstration project, it is also essential that PCS (permanent change of station) funds be made available to relocate personnel to Chicago and to back-fill at the locations they are leaving.

SUPPORT FUNDING FOR CHICAGO FACILITIES AND EQUIPMENT PROJECTS

As the Subcommittee begins examining Facilities & Equipment (F&E) and Research, Development and Engineering (RD&E) funding requirements, we request that the Subcommittee prioritize projects identified by the FAA that will aid in the reduction of delay in Chicago.

Through the Chicago Delay Task Force, the City is working closely with the FAA and the airlines to identify and assess the current causes of delay and to explore all possible options for delay reduction. The FAA's 1988 System Safety and Efficiency Review constituted a "quick look" identification effort for possible improvements to safety and efficiency. The Delay Task Force, on the other hand, is not only measuring and analyzing the causes of delay but is also quantifying the costs and benefits of well over 100 options for delay reduction. The study will produce a comprehensive action plan of both short and long term measures to reduce delay and enhance capacity. More importantly, we will be capable of focusing our investments on those improvements which will have the highest impact on delay reduction. We have imposed a deadline for completing the study effort. However, unlike most Delay Reduction Task Forces which disband once recommendations are made, we are proposing that our Task Force continue for an indefinite time period to pursue and monitor the implementation of the study's recommendations.

The Delay Task Force is examining three major areas for delay reduction: airfield/airport improvements, such as new runways; air traffic control procedural changes that will allow more efficient management of air traffic; and FAA equipment requirements which will define areas where technological advances can assist in air traffic management. We anticipate that the implementation of many of the procedural and technological changes being considered will be dependent upon the availability of additional FAA personnel. Our goal is not to produce a "pie in the sky" wish list, but rather to define a process which represents a real attempt by the City, FAA, and airline parties in Chicago to collectively tackle the delay problem felt nationwide. The ultimate success of our efforts will depend on the support of this Subcommittee in providing the funding for necessary F&E and RD&E projects.

Separate from the work of the Delay Task Force, the City is working with the FAA in siting and constructing a new Air Traffic Control Tower at O'Hare. Current facilities--built in 1971--are severely insufficient to meet growing personnel and equipment needs. Here again, we request your support and prioritization of the FAA's F&E funding requirements needed to implement this essential initiative.

SUPPORT CHICAGO'S 1991 AIP DISCRETIONARY PROJECTS

The final area I would like to address is our request for preferential report language for the City's 1991 AIP discretionary project goals. (See Attachments B and C). In 1991, the City plans to undertake several projects which will enhance overall airport capacity, offer delay reduction benefits, and improve airport safety and efficiency. Such projects score very well by the FAA's criteria for rating capacity projects. We believe that preferential report language from this Subcommittee will send an important message to the FAA that the Congress recognizes the importance of Chicago to the national air traffic system and that funding of corrective actions should be given the highest priority consideration.

Traditionally, Chicago's airports have received only nominal allocations of AIP discretionary dollars. From 1982 through 1987, O'Hare ranked 21 out of the top 24 airports in return of AIP discretionary funds per enplaned passenger. Despite modest gains in funding during the last two years, we believe an increase in federal discretionary funding is necessary to tackle the delay crisis in Chicago, and thereby help to reduce delay nationwide.

Chicago's capital needs will continue to grow as we enter into a new planning phase at O'Hare and Midway Airports for short-term delay reduction benefits, and at a new Chicago airport for long-term delay reduction. One thing is certain: we cannot presume that the airlines will continue to bear 99% of airport capital improvements costs as they have done in the $2 billion O'Hare Development Program (which was only 1% AIP-funded). Chicago's delay problem is a national problem; it is only reasonable and fair that a more equitable share of Trust Fund dollars derived from O'Hare passengers be returned to help solve the problem that costs passengers and businesses hundreds of millions of dollars each year. This Subcommittee has the opportunity to direct the FAA to use AIP funds where they are most needed and can produce the greatest national benefit.

CONCLUSION

We are committed to reducing delay and ensuring that Chicago's airports are an efficient and reliable pivot point in the national air transportation system. In the next year, we hope to have clearly defined the "real scope" of delay in Chicago, assessed the economic costs associated with such delay, and developed a comprehensive strategy for reducing delay. I would welcome the opportunity to come before the Subcommittee next year to update you on our efforts. We are confident that we are on the right track, and with your assistance, we believe that substantial progress can be made to ease the delay crisis we find ourselves struggling to overcome.

Again, thank you for permitting the City to testify before you.

ATTACHMENT A

TABLE 2-2. 1987 ACTUAL AND 1997 FORECAST AIR CARRIER DELAY HOURS[1]

ANNUAL HOURS OF AIRCRAFT DELAY	1987	1997
Greater than 100,000	Chicago O'Hare	Chicago O'Hare Atlanta Hartsfield Denver Stapleton
75,000 to 99,999	Atlanta Hartsfield Dallas-Fort Worth	Dallas-Fort Worth Newark International Miami International Los Angeles International
50,000 to 74,999	Los Angeles Denver Stapleton	St. Louis Lambert Orlando International Washington Dulles San Francisco International Philadelphia International Phoenix Sky Harbor New York LaGuardia Cincinnati International Boston Logan New York J. F. Kennedy
20,000 to 49,999	Newark International San Francisco New York LaGuardia New York J. F. Kennedy Boston Logan St. Louis Lambert Miami International Phoenix Sky Harbor Washington Dulles Detroit Metro Wayne County Philadelphia Washington National Minneapolis-St. Paul Honolulu International Pittsburgh International Houston Intercontinental	Detroit Metro Wayne Raleigh-Durham Las Vagas McCarran Minneapolis-St. Paul Pittsburgh International Nashville Metro Houston Intercontinental Salt Lake City International Washington National Honolulu International Charlotte Douglas Columbus International Memphis International Kansas City International Baltimore-Washington International Houston Hobby Ontario International San Jose International Indianapolis Seattle Tacoma Cleveland Hopkins Fort Lauderdale

SOURCE: FAA, AIRPORT CAPACITY ENHANCEMENT PLAN, 1989.

TABLE 2-2. 1987 ACTUAL AND 1997 FORECAST AIR CARRIER DELAY HOURS (Continued)

ANNUAL HOURS OF AIRCRAFT DELAY	1987	1997
10,000 to 19,999	Orlando International	San Diego Lindbergh
	Cincinnati International	Tampa International
	Las Vegas McCarran	Dayton International
	Houston Hobby	Santa Ana John Wayne
	Memphis International	Windsor Locks Bradley
	Nashville Metro	Oakland Metro
	Charlotte Douglas	Milwaukee Mitchell
	Seattle Tacoma	Albuquerque
	Salt Lake City	New Orleans
	Kansas City International	Portland (OR)
	Baltimore-Washington	Louisville Standiford
	San Diego Lindbergh	West Palm Beach
	Tampa International	Anchorage
	Raleigh-Durham	
	Dayton International	
	Cleveland Hopkins	
	San Jose International	
Less Than 10,000	Fort Lauderdale	Syracuse Hancock
	Portland (OR) International	Kahului
	Windsor Locks Bradley	San Antonio
	Santa Ana John Wayne	Burbank
	Ontario International	Norfolk International
	Albuquerque	Buffalo International
	Syracuse Hancock	Reno Cannon
	Burbank	El Paso International
	Indianapolis	Austin Robert Mueller
	New Orleans	Rochester Monroe County
	Louisville Standiford	Jacksonville
	Oakland Metro	Tucson International
	San Antonio	Greensboro Regional
	Buffalo International	Tulsa International
	Columbus International	Oklahoma City Will Rogers
	Norfolk International	Fort Myers SW Florida Regional
	Reno Cannon	Sacramento Metro
	Rochester Monroe County	Charleston (SC) AFB Int'l
	West Palm Beach	Omaha Eppley
	Kahului	Little Rock Adams
	Milwaukee Mitchell	Kailua-Kona Keahole

TABLE 2-2. 1987 ACTUAL AND 1997 FORECAST AIR CARRIER DELAY HOURS (Continued)

ANNUAL HOURS OF AIRCRAFT DELAY	1987	1997
Less Than 10,000 (Continued)	Anchorage	Wichita Mid-Continent
	Tulsa International	Birmingham Municipal
	Oklahoma City Will Rogers	Richmond International
	Austin Robert Mueller	Providence Green State
	Sacramento Metro	Des Moines
	El Paso International	Islip Long Island
	Jacksonville International	Grand Rapids Kent County
	Greensboro Regional	Albany
	Richmond International	Savannah
	Tucson International	Spokane
	Omaha Eppley	Sarasota-Bradenton
	Providence Green State	Long Beach
	Charleston (SC) AFB	Columbia (SC) Metro
	Des Moines	Colorado Springs Municipal
	Wichita Mid-Continent	Lubbock International
	Birmingham Municipal	Portland (ME) International
	Albany	Knoxville McGhee-Tyson
	Fort Myers SW Florida Regional	Midland International
	Little Rock Adams	Greenville-Spartanburg
	Sarasota-Bradenton	Amarillo International
	Columbia (SC) Metro	Boise
	Islip Long Island MacArthur	Harlingen Rio Grande
	Kailua-Kona Keahole	
	Spokane	
	Long Beach	
	Grand Rapids Kent County	
	Savannah International	
	Colorado Springs Municipal	
	Greenville-Spartenburg	
	Knoxville McGhee-Tyson	
	Lubbock International	
	Midland International	
	Amarillo International	
	Boise	
	Portland (ME) International	
	Harlingen Rio Grande	

Derived from data resulting from a Delay Analysis performed by FAA Office of Policy and Plans

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[1] This table gives a breakdown of 95 of the top 100 airports by categories of delay for 1987 and 1997. The 1997 estimated delay is based on the assumption that no capacity improvements are made beyond 1987. Delay estimates are based on SDRS data projected to all air carriers and are based on where delay occurs, not necessarily where it is caused. Dallas Love, Midway, Lihue, Hilo, and San Juan International are not ranked. The nationwide distribution of delay-problem airports (those exceeding 20,000 hours of annual aircraft delay) for 1987 are pictured in Figure 2-2, and for 1997 in Figure 2-3.

ATTACHMENT B

CITY OF CHICAGO

AIRPORT IMPROVEMENT PROGRAM

PROJECTED 1991 DISCRETIONARY GRANT APPLICATIONS

CHICAGO O'HARE INTERNATIONAL AIRPORT

PROJECT	FEDERAL SHARE
Burn Pit	$1,500,000
T-5 Apron	6,825,000
Penalty Boxes	1,500,000
Perimeter Improvements	7,200,000

CHICAGO MIDWAY AIRPORT

PROJECT	FEDERAL SHARE
Rehab 13R/31L Phase II	$19,609,924
Blast Fence	1,044,000
Taxiway Lighting Improvements	1,410,000

NOTE

Listing of 1991 projects is tentative pending outcome of 1990 AIP discretionary allocations. Any 1990 project (see attachment C) not funded during current fiscal year will be carried over to 1991.

ATTACHMENT C

CITY OF CHICAGO
AIRPORT IMPROVEMENT PROGRAM
1990 DISCRETIONARY GRANT APPLICATIONS

LAKE CALUMET AIRPORT CONCEPT

PROJECT	FEDERAL SHARE
Master Plan	$5,144,760

CHICAGO O'HARE INTERNATIONAL AIRPORT

PROJECT	FEDERAL SHARE
R/W 9R Exit	$1,381,500
Master Plan	1,500,000
Part 107.14	12,540,000
Crisis Command	5,056,000
T-5 Apron	4,875,000

CHICAGO MIDWAY AIRPORT

R/W 22L Extension	$4,000,000
Part 107.14	5,175,784
Obstruction Removal	1,125,000
Parcel Acquisition	750,000

Mr. DURBIN. I would like to ask the next two witnesses to come together. We may have a roll call. Dr. Dement of the American Sleep Disorders Association and Mr. William Baird of the American Narcolepsy Association. I believe Mr. Baird is first on our list.

Mr. BAIRD. Dr. Dement has a plane to catch. We were debating who should be going first, here.

Mr. DURBIN. Whatever.

TUESDAY, APRIL 24, 1990.

DEPARTMENT OF TRANSPORTATION, AMERICAN NARCOLEPSY ASSOCIATION, INC.

WITNESS

WILLIAM BAIRD, EXECUTIVE DIRECTOR

Mr. BAIRD. I am Bill Baird. I am the Executive Director of the American Narcolepsy Association. This is the second time I have appeared before this Committee. And each time I am here, I am impressed by the kind of dollars, the numbers of dollars that you talk about to improve transportation because I think the American Narcolepsy and narcolepsy and sleep disorders as a field is a very low cost way of making major improvements.

When I joined the Air Force in 1956 and nearly became an air traffic controller with undiagnosed narcolepsy, I shudder to think what would have happened if I had gone through that system and ended up working as an air traffic controller because I am sure I would have been the cause of many accidents, and there have been people who are members of our association who have been employed as air traffic controllers, not to mention pilots. So, when you talk about ways to improve transportation safety and air safety, getting those undiagnosed people who have narcolepsy or other chronic sleep disorders diagnosed, I would suggest is a major way that would be equivalent of spending billion of dollars on equipment just getting those people diagnosed, because no matter how much the equipment costs, if the people is sleepy while they are operating it, it is not going to make any difference.

Now, as mentioned, I have narcolepsy. And just briefly, it is similar to the sleepiness that one would experience if they stay awake for two days. That is if you stay awake for two days and you try to sit behind that desk and if you can stay awake, you are superhuman. And with narcolepsy, I take amphetamines. I am a drug user. I do not have an option, but I have been using amphetamines for the last nearly 30 years. I sure would like to see them come up with some alternative to that, but that is not the function of this committee.

The important points that I would like to make are that there is no current federal mechanism to assure accurate data collection about my assertions or about the significance of the problems. I know it anecdotally. I read the letters from pilots who have been flying over U.S. cities and waking up on the other side wondering how did they get there.

I know a long-time friend who was responsible for airplanes in between airports. They were picked up by some sort of special controller which was his job and he did not know where they were or where they came from because he was dozing off. He did not know that he had narcolepsy. It was not diagnosed.

There are probably 200,000 people in the country that have narcolepsy. There are probably 400,000 or more that have inherited the sleepiness aspect of it although they do not have what would be medically described as narcolepsy. But, nevertheless, they are far, far more sleepy than the average person is. They are dangerously sleepy.

Last year, the Transportation Department issued a report and they made a token effort to address the issues raised by this committee and they issued a contract. However, we do not feel that the contract that was issued adequately addressed any aspect of narcolepsy itself. And, more than that, there was only like a 30-day period between when they issued the contract and when they had to get applications in. And it effectively precluded the participation of some of the people in the country who would be best informed and able to respond to that sort of a contract if they had been given time to do it. That is an aside. I do not know that that is a necessary part of the system or not, but it certainly seems that you should not preclude the participation of the best people.

Getting back to the report, it reviewed various studies that have been conducted. It reported a very strong relationship between mishaps and sleep. And we are asking the subcommittee to provided a distinct, but modest level of funding to help pull this information together so that we can begin to develop plans for a solution. The studies in the reports suggested something as many as 20 percent of the serious accidents on highways may be due to people being abnormally sleepy. And I would guess that that might be far higher because if a person undiagnosed kills themselves in an automobile accident, who is going to know that the cause was a sleep problem. After the fact, it is too late and you cannot even count them.

We would also respectfully urge that the committee and the Department of Transportation make certain that whatever monies are spent on determining how big a problem sleepiness, narcolepsy is in terms of transportation safety, that whatever it is, that you make certain that the sleep experts and, hopefully, the voluntary health agencies that are most familiar with the problems and most concerned about it—well, maybe not most concerned. Perhaps the committee is as or equally concerned that you get the right people involved in finding solutions and implementing them.

Thank you.

Mr. DURBIN. Thank you.

[The preapred statement of Mr. Baird follows:]

AMERICAN
NARCOLEPSY
ASSOCIATION, INC.
A NOT-FOR-PROFIT CORPORATION Est. 1975

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NATIONAL COMMITTEE FOR RESEARCH (NCR)
NATIONAL COMMITTEE FOR RESPONSIVE PHILANTHROPY (NCRP)
INDEPENDENT CHARITIES OF AMERICA (ICA)
Combined Federal Campaign Agency #[illegible]

TESTIMONY OF

WILLIAM P. BAIRD, M.H.R.O.D.
EXECUTIVE DIRECTOR

OF THE

AMERICAN NARCOLEPSY ASSOCIATION
335 QUARRY ROAD
BELMONT, CA 94002

BEFORE THE

HOUSE APPROPRIATIONS COMMITTEE
SUBCOMMITTEE ON TRANSPORTATION

ON

APRIL 24, 1990

Mr. Chairman and members of the Subcommittee thank you for the opportunity to discuss the disorder of narcolepsy as it relates to our nation's transportation.

I am Bill Baird, Executive Director of the American Narcolepsy Association. I have narcolepsy which is a debilitating disorder that is characterized by excessive daytime sleepiness and other unusual manifestations of irregular sleep. It is estimated that more than 200,000 Americans suffer from narcolepsy making it more prevalent than muscular dystrophy, hemophilia or sickle cell disease.

Mr. Chairman you may be asking yourself, "Why is the American Narcolepsy Association appearing before your Subcommittee on Transportation Appropriations?" Well, when you mix narcolepsy or a number of other sleep disorders with the nation's transportation system, the potential for traffic fatalities and other mishaps on the road or in the air is very prevalent.

Among narcoleptics, excessive daytime sleepiness occurs every day regardless of the amount of sleep obtained at night. This is usually experienced as heightened sensitivity (many times irresistibly) to becoming sleep or falling asleep, especially in sleep inducing situations. Sometimes sleepiness occurs so suddenly and with such overwhelming power that it is referred to as a sleep attack. Some narcoleptic patients have several "attacks" each day.

Cataplexy is an abrupt loss of voluntary muscle tone, usually triggered by any number of normal emotions. Attacks can range in severity from a brief sensation of weakness to total physical collapse lasting several minutes.

Hallucinations are intense, vivid, sometimes accompanied by frightening auditory, visual, and tactile sensations, and occur upon awakening or falling asleep. These hallucinations are very difficult to distinguish from reality.

The social complications that accompany narcolepsy are much more than just minor inconveniences or embarrassments. Excessive daytime sleepiness often occurs at inappropriate times -- in the classroom, at business meetings, or while driving on the highway.

Mr. Chairman, each of the symptoms of narcolepsy, whether it be falling asleep, a cataplexy attack, or hallucinations can have serious implications for one who is driving a car or operating some sort of machinery. A Board member of our organization, Mr. J.A. Piscopo had 15 car wrecks before he was diagnosed with narcolepsy.

The most important point that I would like to make Mr. Chairman, is that there are no current federal mechanisms for accurate data collection, or study to fully determine the extent of this problem. The Transportation Department has made several recommendations in the report that was issued to your Subcommittee last year, yet until a distinct mechanism is developed and funded we will not have any clear picture of the scope and magnitude of how sleep and fatigue affects the number of fatalities and other mishaps in our nation's transportation systems. Last year the Transportation Department made a token effort to address the issues raised by this Committee, however we believe that the contract issued by the Department of Transportation did not adequately address any aspect of narcolepsy or the mechanisms that impact transportation safety as it relates to narcolepsy. Further, Mr. Chairman, we believe that the method used by DOT to issue the contract was questionable. The response time allowed in the request for proposals was less than 30 days. To us, that suggests great insensitivity to the scientific community and a severe lack of understanding about the real issues of narcolepsy and other sleep disorders. It is also as if the DOT and the eventual contractor pre-made arrangements that other potential RFP responders were not privileged to.

Getting back to the report issued by the Department, it reviews various studies that have been conducted pointing to a strong relationship between mishaps and sleep. We are asking your Subcommittee to provide a distinct, but modest level of funding to help pull this information together and begin to develop plans for a solution.

Studies cited in the report suggest that as many as 20% of serious accidents on the highways are in some way accounted for by fatigue or falling asleep. We believe that it is worth a small investment by your Subcommittee to at least find out how big a problem this is, and then take preventive measures to assure improvement.

We also respectfully urge that the DOT make certain that experts in sleep disorders, and voluntary organizations focusing on sleep problems not be precluded from participating in these studies by some bureaucratic scheme to spend the money before the end of the fiscal year.

Thank you for the opportunity to present our views.

TUESDAY, APRIL 24, 1990.

DPARTMENT OF TRANSPORTATION, AMERICAN SLEEP DISORDERS ASSOCIATION

WITNESS

WILLIAM DEMENT, CHAIRMAN, GOVERNMENT AFFAIRS COMMITTEE

Dr. DEMENT. You have my written testimony. I wanted to make a few points along these lines. Also, I recall that the National Transportation Safety Board made three strong recommendations to the Department of Transportation about doing research on the role of sleepiness in traffic accidents.

Some of this is kind of new and not well integrated yet because it was really only about 10 years ago that we developed a really good test for sleepiness. And the important thing is that sleepiness is really the tendency to fall asleep. It is not a feeling. The feeling can be very misleading, because you might be very sleepy but not at this moment feel sleepy. So, we can measure that physiological level and we have learned that there are about 10 million people in the United States who have a sleep apneic syndrome. For example, where they awaken hundreds of times of night and they are supremely sleepy. Patients with narcolepsy are supremely sleepy, but we have applied this test to the general population and what we have learned is that America is chronically sleepified.

In a recent study of 200 young adults who did not complain about being sleepy and who in effect said, "I don't really have a problem with sleepy." Forty percent were at the same level as Mr. Baird. They had this strong tendency to fall asleep. And the reason is not getting enough sleep at night or not having sleep continuity.

Sleep deprivation in that way is so pervasive that it is sort of considered the norm. Now, when a subset of these individuals who were sleeping 8 hours a night were asked to sleep 10 hours a night for 7 consecutive nights, their level of alertness went up to an optimal level; but, more important, their intellectual performance and responsiveness improved also. So, what we now know is that a very large segment of our population is actually impaired because they do not get adequate sleep.

We now have a definition of adequate sleep which is being optimally alert. And by that definition, sleep need increases in adolescence. You need more sleep at the age of 18 than at the age of 10 to be fully alert in the daytime. An average high school student deprives himself of three hours of sleep every single night in terms of what he needs. So, he is tremendously vulnerable to falling asleep behind the wheel.

Now, there has been a scientific breakthrough recently. And that is that this background sleep tendency tremendously potentiates alcohol and other sedating drugs. And in humans, it has been shown that if a person is fully alert, then a low dose of alcohol does almost nothing. If they sleep eight hours a night, then it becomes sedating. If they sleep five hours a night, a low dose of alcohol will make you dead drunk. So, the interaction of alcohol and sleepiness may be one of the most important things in highway accidents.

Finally, in studies of animals, if you completely sleep associate them, you cannot sedate them with potent hypnotics. We know this, but the public does not know it and it is not being taken into account.

We encourage the Department of Transportation to really involve specialists in sleep and wakefulness in all their research, in falling asleep on the highway. We are now doing some studies of pilots in the cockpit with brain wave recordings to demonstrate the frequency of microsleeps, et cetera. We are trying to do the same thing with truckers. I think one of the most important things would be public education because just these simple facts about how sleep works, how you become sleepy, how you can have a tremendous sleep debt and be unaware of it until you get behind the wheel of a car is extremely important and could save countless lives. So, I thank you for this opportunity.

Mr. DURBIN. Thank you very much both of you for coming. Dr. Dement and Mr. Baird, do you understand that the National Institutes of Health is addressing this issue or not?

Dr. DEMENT. We are testifying in that regard that sleep research is badly neglected. The reason is, in my opinion, I have been doing it all my life, is that there is a mythology about the sleeping brain is a brain turned off. The actual truth is that the sleeping brain is more active than the waking brain, doing things. The problem is that we do not know what it is doing because that research has not been done. So, it is a new continent to explore. The one thing it does do that is absolutely clear, is reduces sleepiness. And it is very lawful. If you lose an hour of sleep a night, that piles up. If you lose two hours, it piles up a little faster. So, we all are going around—I used to say the national sleep debt is much more frightening than the national monetary debt.

Mr. DURBIN. I will take that message to the Budget Committee.

Dr. DEMENT. We all have this danger. I have testified in many trials now involving falling asleep. And it is absolutely clear that people do not understand how they can have a sleep debt and it is like playing Russian roulette. You may feel alert when you get into the car and say, "Gee, I am okay." And then it just comes on.

Mr. DURBIN. So, you are asking for the Department of Transportation to do what?

Dr. DEMENT. To do research on the role of sleepiness in traffic safety and transportation safety and to involve the sleep research community.

Mr. DURBIN. My only question and perhaps that is within their capability, but it just seems to me that that would be something that would be directed more toward the National Institutes of Health.

Mr. BAIRD. They do not.

Mr. DURBIN. We will certainly consider that. And we appreciate your testimony, both of you. Thank you.

[The prepared statement of Dr. Dement follows:]

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TESTIMONY OF

WILLIAM DEMENT, M.D., Ph.D.

CHAIRMAN, GOVERNMENT AFFAIRS COMMITTEE

ON BEHALF OF

THE AMERICAN SLEEP DISORDERS ASSOCIATION

PRESENTED TO THE

SUBCOMMITTEE ON TRANSPORTATION
COMMITTEE ON APPROPRIATIONS

ON

APRIL 24, 1990

Mr. Chairman and members of the Subcommittee, thank you for the opportunity to appear before you to discuss issues related to transportation mishaps, sleep and fatigue.

This is the fifth year our Association has been before your Subcommittee to discuss this slowly emerging issue. We appreciate that your subcommittee has begun to recognize the impact of sleep and fatigue in our nation's transportation systems and dedicate some resources toward more closely studying this important development. We firmly believe that a modest investment in research and data collection will yield important results that will lead to savings in terms of Federal dollars, as well as lives lost in transportation and industrial mishaps. The consequences of a vehicle operator falling asleep now are vastly worse than even 50 years ago. Now, we transport toxic materials, large numbers of people, etc. It is not that people have become sleepier, it is that the risks of sleep have become greater.

On any given day in this country, literally millions of people are operating a motor vehicle, while impaired as a result of fatigue or a sleep-related condition. Some are involuntarily sleepy because of an undiagnosed sleep disorder, such as narcolepsy or sleep apnea -- it is estimated that 20 million Americans suffer from these conditions. We calculate that 30,000 to 40,000 patients seek treatment each year for symptoms that place them at risk for falling asleep at times when they should be alert. Many others experience the lethargy and fatigue associated with disturbed sleep/wake cycles, of the kind that can be produced by shiftwork or night-time driving -- and many suffer from a cumulative sleep debt due to a chronic pattern of trying to get by every day on an hour or two less sleep than is required to keep them alert.

Sleep related inattention is an insidious, yet silent killer on our roadways. It remains silent because people are often unaware of how poor or inadequate sleep affects them, or that they have a sleep problem. Most of us think we can function well because we seem to do okay on the job. But if the job involves driving or any other vehicle operation, especially for sustained periods of time, we increase our risk of accident by manyfold, because this requires all the work elements that are most difficult for the sleeping brain to perform.

Mr. Chairman, there are a few major points that I wish to make as it relates to fatigue and transportation:

- In September, 1988 the Office of Technology Assessment, at the Direction of Congress, published a report entitled "Gearing Up for Safety" in which issues related to motor carrier safety in a competitive environment were the major topic. That report concluded that "Aggressive Federal Research programs to address fatigue and sleep issues and to determine their role in truck accidents are major priorities". We urge that this Subcommittee follow up on these recommendations and provide support and funding.

- A report issued to your Subcommittee last year by the Department of Transportation enumerated a veritable host of Transportation Department programs that could help address the problem of sleep and fatigue research in our nation's transportation systems. The common theme throughout the entire report is that not enough is known to fully determine the extent of the problem of sleep and fatigue while driving. In order to understand the extent of the problem, it must be carefully examined, and supported by reliable data. Can you imagine the Mothers Against Drunk Driving throwing up their hands and saying "Well, since we don't know enough about drinking and driving"? -- or safety belt proponents saying "Gee, who knows how many lives safety belts save each year, so since we don't know, it must not be important"?

- The missing link in this equation is a distinct level of funding for specific efforts to pull this information together and make a definitive determination of the scope of this potentially large problem. The level of funding that would be necessary would be very modest, especially in comparison to the resources that could be saved by insuring safer highways, airways, and work places.

Although, we expect that further studies will be conducted by the Department of Transportation, our Association must express great disappointment at the token effort that was made last year by the Department of Transportation to fulfill the recommendations of this subcommittee. First, the focus of the study being conducted has no relationship to understanding the basic mechanisms of sleep. We believe that any study on fatigue and safety must have some component that attempts to deal with the basic understanding of sleep. Second, we are very uncomfortable that those conducting the study are not relying at all on experts in the sleep disorders field to help evaluate findings. And, finally, most disturbing of all is that the Department of Transportation issued the request for proposals just before July 4 with a closing date of July 30, which meant that no one received the RFP until about July 7 or 8, at which time there were 21 days to respond to a major contract proposal. From the standpoint of developing a thoughtful, complete, and scientifically sound proposal, that response time was not realistic. It precluded experts in sleep disorders research who are by and large university based scientists, from even considering development of a proposal. To our thinking, the only way that a good proposal could have been prepared, would be that the awarded contractor had prior knowledge about the RFP, and was able to get the jump on everyone else. When our Association approached the Department of Transportation about extending the deadline for submission of proposals, their response was that they couldn't because they wanted to spend the money during that fiscal year. Mr. Chairman, is that reasoning justifiable? The Department of Transportation has resisted for years the need to conduct studies on sleep, fatigue and driving and all of the sudden, they must spend the money by the end of the fiscal year. It is frustrating that a scientifically questionable study is the DOT's big effort in fatigue and driving, and that the funds used to pay for this study are the tax dollars of hard working Americans who could greatly benefit from a well thought out, scientifically sound study that could lead to an impact on saving lives and making our transportation systems safer.

Mr. Chairman, thank you for the opportunity to present the views of the American Sleep Disorders Association.

April 30, 1990

Honorable William Lehman
Chairman, Subcommittee on Transportation
House Appropriations Committee
2358 Rayburn House Office Building
Washington, DC 20515

Dear Mr. Chairman:

On April 24th we appeared before your Subcommittee to discuss the need for additional Federal focus on issues related to transportation safety and sleep disorders.

At the end of our testimony, Congressman Durbin, who was chairing the hearing at the time, asked "Exactly what would you like the Department of Transportation to do? Doesn't the NIH do this research?" That caught us a little by surprise, and we wish to elaborate on our response.

Yes, the National Institutes of Health does provide funding for sleep disorders research through the various institutes. In fact, such a great priority has been placed upon the importance of sleep research, that a National Commission on Sleep Disorders Research has been established by the Congress to advise the NIH, HHS and the Congress on the best utilization of Federal resources to study sleep disorders. The National Institutes of Health and the National Institute of Mental Health fund primarily basic biomedical research, and that is very different from the research, data collection, and public information that we suggest be conducted by the Department of Transportation.

Our recommendations for Department of Transportation activities are as follows:

1) Conduct research that focuses on sleep disorders and sleep related factors that lead to impaired performance in our nation's transportation systems.

2) Collect data that documents the magnitude of this problem, so that sleep disorders and sleep related issues, can be fully understood and acted upon.

3) Conduct public awareness initiatives that advise the public about impaired driving or other transportation safety issues due to specific sleep disorders,accumulated sleep loss and other factors identified by researchers.

Mr. Chairman, the Department of Transportation has a mandate to insure the safety of our nation's transportation systems. In our view, the issue of sleep impairment through hours of service, pathological sleepiness, or accumulated sleep loss should be viewed with the same focus as the DOT's efforts in drunk driving, or seat belt use.

Thank you for the opportunity to present our views.

Sincerely,

Bill Baird

William Baird, M.H.R.O.D
Executive Director
American Narcolepsy Association

William Dement

William Dement, M.D., Ph.D.
Chairman, Government Affairs Committee
American Sleep Disorders Association

Mr. DURBIN. I do not believe there are any further witnesses and we will recess until 2:00. Thank you.

TUESDAY, APRIL 24, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, LOS ANGELES COUNTY TRANSPORTATION COMMISSION

WITNESS

MAYOR TOM BRADLEY OF LOS ANGELES, CA

Mr. LEHMAN. The Subcommittee on Transportation and Related Agencies Appropriations will reconvene. We are fortunate to have with us this afternoon Mayor Bradley of Los Angeles. Mayor, you may begin.

Mayor BRADLEY. Mr. Chairman, thank you very much. I am accompanied by a number of our representatives from Los Angeles who are here for the purpose of, once again, making a plea to you and your Committee to support our request for funding for metro rail.

You've been very generous to us in the past, I think responsible, both in terms of the need and the availability of money.

We come today to say to you that we are now 25 years past the date when we lost our rail transit system in Los Angeles and we are pleased to tell you that this July we will celebrate the beginning of the 22-mile leg of the Light Rail System.

And, that will be a historic day in our city. We believe that the backbone to the 150-mile system that we have envisioned is the metro rail. And we are today coming to express our appreciation for the fact that after a period of eight years when we had no support from the Administration or rather negative attitude that support for local transit was one of opposition and we always had to count on the Congress to rescue us. At least today we are faced with a new administration which has a new commitment to transit. And, has developed a new transportation policy. We are grateful to President Bush, Secretary Skinner, and to Administrator Climber.

I would observe that policy is a good one, however there is a lack of funding, so again, we are calling on the members of the House and the Senate to provide the money that will be necessary.

The administration's position as we understand it is that local areas should shoulder more of the financial burden. But we come to say we are shouldering the bulk of that burden. A $9.7 billion program in rail construction between now the year 2001, only 21 percent of that is from Federal funds. Seventy nine percent of the $9.7 billion is from state and local level and the private sector.

We believe that that's measuring up as a partner in what is a comprehensive approach to rail transit. We cannot do it alone. We believe that the Federal Government, over the years has been a strong partner in rail transit, and again, hopefully will come through with the kind of assistance that we need. But, it is more than just the funding for metro rail that we plead with you for today. We must look to this subcommittee to maintain and increase transit and highway funding including this section 9 operation assistance for cities over 1 million people.

Dropping the operating assistance for large urbanized areas, would reduce $48 million from our 13 transit systems in Los Angeles County and could result in fare increases and service cut backs for 1.4 million daily riders in Los Angeles County. Even the continuation of Section 9 funds at the present level will mean that we will not be able to replace 800 buses. One of every four in our fleet over the next ten years.

We need additional section 9 funds, not only to maintain our fleet but also to address mandates for clean fuel and fully accessible vehicles which we expect the Congress to enact this session. For these reasons, we strongly endorse aptest call for funding increases. Aptest T-200 report documents at the low level of funding in comparison to nationwide needs. And we agree that transit programs should be funded at their $11 billion authorization level if we are really to have an effective national transportation policy.

We are encouraged that for the first time, the Administration has increased funding for metro rail in the 1991 budget. Their recommendation of $285 million would appropriate almost all the remaining authorization for MOS-2 prior to congressional action in 1991 to extend the surface transportation act. We recognize that this subcommittee cannot increase funding to such a level, without commensurate increases in new start funding. I'm sure that this is sounding rather strange, a city coming to ask for less than the administration is proposing.

We are trying to be reasonable and responsible and we believe that $185 million can be spent effectively and wisely and productively. And, therefore, that is our request. We believe that this is a reasonable increase which will keep MOS-2 on track.

We are also grateful to the subcommittee for protecting funding of LA metro red line. Without your commitment, and support we would not have the backbone of the 150 mile rail system for Los Angeles County. We look forward to a continuation of the strong partnership which has brought us thus far in our struggles to help clean up the congestion on our streets, to clean up the air pollution which now plagues us in Los Angeles County.

Mr. LEHMAN. Thank you very much for your statement, Mayor.

TUESDAY, APRIL 24, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION

WITNESS

HON. PETE WILSON, U.S. SENATOR FROM THE STATE OF CALIFORNIA

Mr. LEHMAN. We have with us Senator Wilson. Did you tell him how tough it was to run for the Governorship, mayor? But I know Senator, that you are not just specifically here for LA metro. I didn't know whether you wanted to wait and give your statement out of this context or would you like us to hear your statement at the present time. It's your call.

Mr. WILSON. Thank you very much, Mr. Chairman. If I may, I will summarize my statement now, and you're quite correct, it does relate not only to the projects which Mayor Bradley has testified so eloquently, but other projects in California as well.

Mr. Chairman, and members, I'm grateful for the opportunity, once again, to appear before you and to testify on behalf of California's growing mass transportation needs.

When most people think of California, they are inclined to think of freeways, but as you have heard from Mayor Bradley, as you will hear from representatives of San Diego, and the Bay area, there is need as well for the assistance that will allow those areas to fulfill a promise that I think is truly required.

California is growing at an enormous rate, and for many years has been a donor state. We are somewhat late to the table in terms of requesting Federal assistance, but we are, I think quite prompt in terms of representing the particular constituency to which the administration and necessarily Congress is required to look. That constituency that is willing to pay it's own share, a very substantial share, as you have heard from Mayor Bradley.

That is true in Los Angeles with regard to the different systems that they have under way, not only metrorail, but also their light rail projects which are contributing to an overall network.

It's also true in other parts of the state. I am here today to ask for your help for these projects. You will hear in greater detail, from the representatives from Los Angeles, from San Diego, from San Francisco Bay area, about specific projects. But I think it is very clear to every Federal official involved in mass transportation funding again in both the Executive and the Legislative branches knows that it's more important than ever that local communities contribute larger shares of the capital costs of mass transportation projects.

Secretary Skinner has consistently praised California's localities for their willingness to raise local taxes and to institute the fees to help pay for their share of the construction of new systems. I emphasize that with difficulties that this Subcommittee faces, the very hard choices that you have between many requests you've received for funding, it is appropriate that those who are coming before you point out with some pride, the effort that has been made at the local level. And, I know that I need not urge your consideration, I know that you do take into consideration each jurisdiction's nonfederal share of capital costs at the time that you are required to make those hard choices about appropriating federal funds in support of a particular project.

In California, the three major population centers contribute more than half the capital required to expand their mass transit systems. Los Angeles, as you have heard from the Mayor, is contributing a very very healthy share and you will hear from San Diego's representatives that they are seeking a billion dollar expansion plan, or excuse me that they are involved in a project where only 30 percent Federal share is requested, that the Bay Area's representatives will be able to tell you that in their $2.4 billion plan, 71 percent of the share is nonfederal.

Los Angeles is requesting $185 million for the second segment of construction of metro rail in this year fiscal '91 a figure which is within the bounds of the 1987 highway bill's authorization and one that was recognized by Secretary Skinner at his signing of the full funding contract, just earlier this month. The Bay area is requesting $34.55 million in interstate transfer funds for the San Francisco and Barcadero project. Continued congressional funding of $35 million for BART for extension of the BART system to the San Francisco International airport. And $25 million for the Tasman Santa Clara rail corridor project.

San Diego is now asking for only a million dollars to help pay for preliminary engineering costs to the proposed Mid-Coast trolley expansion, which is the only route in San Diego's expansion plan which will require Federal funding.

Mr. Chairman, California's population, which I mentioned earlier is growing by an incredible rate. The last two years, the population increase has exceeded the population of the state of Delaware. Your own state knows something about population growth, so I'm sure that the figures are impressive to you and that you are sensitive to their import.

The construction and the expansion of our major population mass transit systems is absolutely crucial to the economic health of our state as well as the physical health of our constituents. Attaining clean air in California is something that you will shortly be concerned with and attaining clean air is not just a secondary benefit. It is very much, one of the primary benefits along with reducing congestion that arises from expanding our mass transit opportunities in California.

Mr. Chairman, I do sympathizes with you and the members of this committee. You have a very very tough job. The Federal Government's limited resources demand that you invest those taxpayer dollars in those places where the residents are most wiling to pay for infrastructure improvements as well as where the need justifies mass transit. In the projects which you will hear about this afternoon, projects which you are well familiar with both criteria are met.

There is conviction on the part of the state, on the part of the local governments on the part of private citizens that the expansion of these facilities is essential. And, as I say, we are somewhat late to the table. We are in need of catching up with the kind of population increase that we are experiencing, which now has brought California to a population that is 20 percent greater than that of our good neighbor, Canada.

So, I thank you for the opportunity and know that I need not urge your consideration as a level of nonfederal funding which each of these transit projects will present to you this afternoon. It is essential that they continue to make progress in fiscal year '91. So I thank you and I thank you in particular because I know this is a difficult process.

Mr. Lehman. Thank you very much, Senator. I hope you will stay with us for as much of this hearing as you can. You have a very impressive panel with you today, and at this time I would like to call on——

Mr. **Wilson**. Mr. Chairman, they are so impressive that I think they can probably dispense with my presence. I thank you.

Mr. **Lehman**. I wanted to give you that cue so you could use it. Thank you for being here.

Mr. **Wilson**. Thank you very much.

[The prepared statement of Senator Wilson follows:]

TESTIMONY BY

THE HONORABLE PETE WILSON
UNITED STATES SENATOR (R-CA)

BEFORE THE

SUBCOMMITTEE ON TRANSPORTATION APPROPRIATIONS

HOUSE OF REPRESENTATIVES

2358 RAYBURN HOUSE OFFICE BUILDING

APRIL 24, 1990

Mr. Chairman:

I am pleased to be here this afternoon and I want to thank you very much for allowing me to speak with the Subcommittee on behalf of California's growing mass transportation network.

When most people think of California they think of freeways. Certainly, we have plenty of them and we need even more and better roadways. And, should the people of California vote to increase their gasoline taxes and weight fees in June, as I hope and expect them to, we will have an extra $18-$20 billion to improve the State's transportation infrastructure.

Much of these funds will be spent on mass transit projects. Indeed, there are two separate rail initiatives on the June ballot, and their passage would spearhead an even greater investment in California's mass transit.

I come here today with two purposes. First, to lend my support to those representatives from San Diego, Los Angeles, and the San Francisco Bay Area who have requested specific federal commitments for various projects. Second, I want to reinforce the fact that Californians have been, and will continue to be, willing to finance most of the transportation improvements in the State.

Every federal official involved in mass transportation funding, in both the Executive and Legislative Branches, knows that it is more important than ever that local communities contribute larger shares of the capital costs of mass transportation projects. Indeed, Secretary Skinner consistently has praised California localities for their willingness to raise local taxes and institute fees to help pay for the construction of new systems.

I empathize with the difficulties your Subcommittee faces when choosing between the many requests you receive for funding. With all due respect, however, I urge you to take into consideration each jurisdiction's non-federal share of capital costs when you debate the appropriate level of federal involvement in a mass transit project.

In California, the three major population centers contribute more than half of the capital required to expand their mass transit systems. Los Angeles receives less than 50% federal funding, San Diego's $1 billion expansion plan projects only a 30% federal share, and the Bay Area's $2.4 billion plan is 71% non-federal.

Los Angeles is requesting $185 million for the construction of MOS-II in FY91, a figure certainly within the bounds of reason given the 1987 highway bill authorization and the signing of the full funding contract earlier this month. The Bay Area is requesting $34.55 million in interstate transfer funds for the San Francisco Embarcadero project, and continued Congressional funding of $35 million for the BART to San Francisco International Airport project and $25 million for the Tasman-Santa Clara County rail corridor project. And San Diego is asking now for only $1 million to help pay for preliminary engineering costs of the proposed Mid-Coast trolley expansion, the only route in San Diego's expansion plan which will require federal funding.

Mr. Chairman, California's population grows by the population of the State of Delaware annually. The construction and expansion of our cities' mass transit systems is crucial to the economic health of our State, not to mention the physical health of our constituents. Attaining cleaner air in California depends in large part on expanding mass transit opportunities in our State.

Believe me, Mr. Chairman, I know how tight the money is. But the federal government's limited resources demand that the federal government invest taxpayer dollars in those places where residents are most willing to pay for infrastructure improvements. I do not believe that any State has more communities that are willing to raise private and local funds than California, and I urge you to take into consideration the level of non-federal funds each transit property relies upon in its capital plan during the FY91 Appropriations process.

Again, Mr. Chairman, thank you very much for your time and your consideration.

TUESDAY, APRIL 24, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, LOS ANGELES COUNTY TRANSPORTATION COMMISSION

WITNESSES

HON. JULIAN C. DIXON, U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

HON. JERRY LEWIS, U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

HON. DAVID DREIER, U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

BARNA SZABO, COMMISSIONER

RAY REMY, PRESIDENT, LOS ANGELES CHAMBER OF COMMERCE

Mr. LEHMAN. Mr. Chairman.

Mr. DIXON. Thank you very much, Mr. Chairman and members of the Committee. I, too share in the honor of appearing today with the distinguished group from Los Angeles. The Mayor of the city of Los Angeles, and representatives from the LACTC.

I will be very brief. I am here to say that I support the project, certainly support the request for $185 million that they are requesting for this year. I'm pleased to see that the President, for the first time, had a line item for this issue. We realize certainly that $185 million is optimistic, but probably over optimistic as it relates to the many projects that you have.

I have a prepared statement for the record, and thank you for your continued support as well as the bipartisan support of members of the Committee.

[The prepared statement of Mr. Dixon follows:]

STATEMENT OF REPRESENTATIVE JULIAN C. DIXON
BEFORE HOUSE COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON TRANSPORTATION
ON FUNDING FOR LOS ANGELES METRO RAIL

APRIL 24, 1990

MR. CHAIRMAN. MEMBERS OF THE SUBCOMMITTEE. I JOIN MY COLLEAGUES FROM CALIFORNIA IN WELCOMING MAYOR BRADLEY AND OTHER REPRESENTATIVES FROM LOS ANGELES COUNTY.

I AM VERY GRATEFUL FOR YOUR CONTINUING SUPPORT OF THE LOS ANGELES METRO PROJECT. YOUR LEADERSHIP HAS BEEN INSTRUMENTAL IN MAINTAINING THE FEDERAL FUNDING COMMITMENT AND THE PARTNERSHIP OF FEDERAL, LOCAL AND PRIVATE SUPPORT FOR THIS PROJECT.

IN THE PAST WHEN I HAVE COME BEFORE YOU IN SUPPORT OF THIS PROJECT, NONE OF THE CONSTRUCTION WAS PLANNED FOR MY DISTRICT. I AM PLEASED TO REPORT THAT THE NEXT PHASE OF THE METRO RAIL RED LINE WILL INCLUDE THE WILSHIRE/WESTERN EXTENSION TO SERVE MY CONSTITUENTS.

THIS SHORT SEGMENT (1.2 MILES) IS THE ONLY PART OF THE SYSTEM IN MY DISTRICT, AND I AM PLEASED TO REPORT THAT IT WILL OPEN IN 1996 -- TWO YEARS AHEAD OF SCHEDULE. THIS IS GOOD NEWS FOR THE BUSINESS COMMUNITY AND THE CITIZENS ALONG THIS CORRIDOR WHO DEPEND ON PUBLIC TRANSPORTATION.

WHEN THE METRO RAIL RED LINE IS COMPLETED IT WILL PROVIDE A VITAL LINK BETWEEN DOWNTOWN LOS ANGELES AND NORTH HOLLYWOOD AS WELL AS SERVING MY CONSTITUENTS IN ONE OF THE HIGHEST POPULATION DENSITY AREAS IN THE COUNTY.

IT IS ENCOURAGING THAT FOR THE FIRST TIME THE PRESIDENT'S BUDGET INCLUDED A LINE ITEM FOR METRO RAIL -- $285 MILLION. OBVIOUSLY WE WOULD LIKE FUNDING AT THE HIGHEST POSSIBLE LEVEL. YET WE RECOGNIZE THE COMPETING DEMANDS FOR FUNDING NEW STARTS AND THE REALITIES OF THE BUDGET DEFICIT PROBLEM.

THIS YEAR LOS ANGELES IS REQUESTING $185 MILLION TO KEEP THE PROJECT MOVING FORWARD IN A TIMELY MANNER.

WE REALLY HAVE NO CHOICE IN LOS ANGELES. THE POPULATION IS EXPECTED TO GROW BY MORE THAN 4 MILLION PEOPLE OVER THE NEXT TWENTY YEARS. IF WE ARE TO MAKE ANY HEADWAY IN HALTING THE GROWTH OF THE ENVIRONMENTAL AND MOBILITY PROBLEMS IN THE REGION, WE MUST HAVE A COMPREHENSIVE TRANSIT SYSTEM.

THE LOCAL TRANSIT PLANNERS HAVE TAKEN THESE PROBLEMS SERIOUSLY BY CONTRIBUTING ONE HUNDRED PERCENT OF THE CONSTRUCTION FUNDS FOR THE LIGHT RAIL LINE AND OVER FIFTY PERCENT OF THE COST OF METRO RAIL. I AM PLEASED THAT THE PARTNERSHIP FORMED THROUGH THE BROAD BASED COALITION OF THE STATE AND LOCAL GOVERNMENT AND THE BUSINESS COMMUNITY HAS NOT WAVERED IN THEIR COMMITMENT TO THIS PROJECT.

THROUGH THE GENEROSITY OF THIS SUBCOMMITTEE WE ARE MOVING TOWARD A COMPREHENSIVE AND INTEGRATED RAIL TRANSIT NETWORK FOR LOS ANGELES COUNTY. I LOOK FORWARD TO WORKING WITH YOU TO MAINTAIN THIS PARTNERSHIP IN THE FUTURE.

Mr. **Lehman**. Thank you, Mr. Chairman. Mr. Lewis?

Mr. **Lewis**. Thank you very much, Mr. Chairman. I am sorry to have been a moment late for the beginning of the meeting but I certainly want to echo the statements made by Senator Wilson, as well as others. My colleague, Julian Dixon and I have long enjoyed working together on California issues.

Mayor Bradley, we welcome you to the halls of Congress. I know that you are wise enough not to spend too much time in this town. David Dreier and I feel very strongly about this project as well, and I am not going to extend my testimony, but rather submit it for the record. I would like to say that the 11 million people in the region desperately need mass transit in southern California.

We recognize your difficulty, but also want to recognize your willingness to help in the past and urge your continued willingness to do so in the future. Thank you very much, Mr. Chairman.

[The prepared statement of Mr. Lewis follows:]

STATEMENT OF CONGRESSMAN JERRY LEWIS

BEFORE THE SUBCOMMITTEE ON TRANSPORTATION

COMMITTEE ON APPROPRIATIONS

Tuesday, April 24, 1990

Mr. Chairman, Members of the Subcommittee, as always, it is a pleasure to be here today and to have the opportunity to once again express my strong and continued support for the Los Angeles Metro Rail project.

On April 10, in Los Angeles, the Los Angeles County Transportation Commission and the federal government signed a full funding agreement for the next phase of the Metro Red Line. The long-awaited full-funding contract releases federal funds as well as commits state and local dollars to the 6.8 mile Metro Red line extension.

Mr. Chairman, it is this commitment to the Los Angeles Metro Rail project that continues to make it a model for other transportation projects. And, of course, the project stands as a model for all other transportation projects in that it meets the spirit and intent of Secretary Skinner's newly announced policy to "expedite those projects which show a 50% or more local matching share."

Of primary concern to us here today is the appropriation of $185 million for fiscal year 1991. Full funding of this request is critical to keeping this project on-time and on-track. As you know, this project remains an essential and integral part of the continued growth of Los Angeles as a significant West Coast financial center and contributor to our economy. Indeed, it serves as the rail transit master plan for an entire region of 11 million people. This directly effects and clearly will benefit my constituents living in San Bernardino County but working in Los Angeles. Because of the "mobility deficit" which exists in this region, the project, when fully operational, will have a positive effect on the quality of living for people in the region. It must be clearly noted that the project also supports local policies to reduce air pollution in the Southern California basin.

I am proud to say that the Los Angeles Metro Rail project continues to stand on its bipartisan, private and public sector support. I ask that we take this opportunity to demonstrate our continued federal commitment to the project by granting the full request.

Thank you again, Mr. Chairman.

Mr. **Lehman**. Thank you very much, Mr. Lewis. Mr. Dreier?

Mr. **Dreier**. Thank you very much, Mr. Chairman. I simply would like to echo the remarks of my colleagues, Senator Wilson, Julian Dixon, and Jerry Lewis. I too, would like to welcome Mayor Bradley here. Also, my good friend, Ray Remy, President of the Los Angeles Chamber of Commerce. Mr. Chairman, I would like to just touch on a couple of points that were raised earlier.

First of all, I think that you know from your consistent support of this system that Los Angeles is the largest city in the world without a mass transit system. While Senator Wilson stated that we are coming to the table a little late, we have been in this battle for virtually the entire decade of the 1980's. As my friend, Mr. Coughlin, knows very well, the kind of support which you have shown is going to pay off for the residents of the Los Angeles area in a number of ways.

The area which I represent in the eastern suburbs of Los Angeles County has the highest number of first stage smog alerts in the country. If we are going to address the pollution problem in Los Angeles, we are going to have to proceed with the metro rail program, as well as our current work on the Clean Air Act. I congratulate you on support for mass transit in Los Angeles and for your support of MOS–2. I hope very much that we will be able to proceed as expeditiously as possible in completing a system which ultimately will be able to extend out into the far reaches of the Southern California area, that includes the areas which I represent.

Thank you very much, Mr. Chairman. And thanks to your colleagues.

Mr. **Lehman**. Now, the other Mr. Szabo, not this one.

Mr. **Szabo**. Thank you, Mr. Chairman and members of the Subcommittee. Just for the record, I would like to state, I am not any way related to the Congressman, so I have no trepidation asking him for money. I don't feel there is any conflicts. I hope he will be supportive.

I'm here representing the Los Angeles County transportation commission which is an 11 member commission representing the Mayor or Los Angeles, cities of Los Angeles County and the board of supervisors, the five members of the board of supervisors. We want to thank you for the opportunity to share our concerns with you and ask for your support for the appropriations for 1991.

As Mayor Bradley has stated, your support in the past has been very critical for the progress of metro rail for the progress of the metro red line. On April 10th, Secretary Skinner, UMTA under Administrator Clymer, Senator Wilson, Congressman Glenn Anderson, Congressman Norman Minetta, Julian Dixon, Mayor Bradley and other local officials joined to sign the MOS–2 fold funding grant agreement. It was truly a historic occasion cause that grant agreement secured financial commitments from the Federal, State and local sources for the second segment of the red line. Which we have indicated for you on that board.

This particular segment will add seven more miles of subway and eight new stations to the first 4.4 miles. So we have a considerable segment finally being built. That original segment the 4.4 miles is now about 60 percent constructed.

As was stated earlier, this was the first year that the President has included funding for our project in his budget. And, as Mayor Bradley stated this recommendation is historic in itself and it's also amazing that we would be coming to you and asking actually less than what was suggested by the President. But the reason we are doing that is because we recognize that it is simply not possible in this year for this subcommittee to provide such an increase because of the funding constraints in the section three program. But it is our strong hope and we do urge you that you provide the $185 million so that we can secure the future uninterrupted progress of MOS-2.

Now, as we seek your support, LA County recognizes its responsibility to share in this investment. To LACTC which administers funds from various sources, the most important of which is proposition 8. It's a voter approved half cent sales tax which generates approximately $400 million per year. We use that money to support bus operations, rail development and other innovative projects to improve mobility. So, overall, 79 percent of the funds for rail projects in our area through year 2001 are from nonfederal sources. Our highway program emphasizes HOV lanes, gap closures, and traffic flow improvement such as the smart street program. Vans and ride sharing strategies are both needed to maintain mobility by reducing vehicle emissions and improving our air quality.

And as most of you probably know, we also intend to do a great deal more after June, if the voters of California approve propositions 111 and 108. Those propositions would increase the state gas tax by 9 cents and brings us up comparable to the many other states who have increased their gas tax in the last several years. We hope that once that is approved by the voters it will send the signal to the rest of the nation as well that as far as California voters are concerned, we are prepared, or they are prepared to support the massive expansion of our infrastructure system.

As this subcommittee knows, an important part of our partnership is the business community. They have provided their time and effort and financial support to our program. For this reason it is appropriate that my good friend and colleague on LACTC and the President of the LA area Chamber of Commerce, Mr. Ray Remy be here to speak for the business community and their particular participation in these efforts. Thank you.

Mr. LEHMAN. My tennis partner.

Mr. REMY. Thank you, Mr. Chairman. And, I'm delighted any time to join you as a doubles partner on the tennis court.

I'm Ray Remy and president of the Los Angeles Area Chamber of Commerce. I'm a board member of the greater Los Angeles transportation coalition and for 13 years served as Mayor Bradley's alternate on the Commission.

Now I won't go over my testimony, but will submit that for the record. But I do want to stress that the business community has consistently and solidly been supportive of all of the transportation efforts. Recent studies have shown motorists in Los Angeles County and throughout our state are now spending $1,200 a year in repairs and other fuel costs, due to the delays in terms of congestion. We also—a recent study was done that showed that in the state of California streets and highways that the congestion that is caused on streets and highways have cost our state about $17 billion year.

So it is a good economic investment for moving goods and people in Southern California. For these reason we have testified in support of all of the measures. We are strongly supporting prop 111 which Barna Szabo, mentioned, which is the doubling of our gas tax as well as the two companion rail bond issues in our state. We have supported the benefit assessment program by which the private sector will be contributing funds, and we also supported the joint development projects. Similar to the 7th and Flower Street station which has added $21 million in private sector contributions to the projects.

I think you will find in California, a very strong commitment to improving transportation. We really have no other alternative but to do that. When you take a look at the size of our harbors and the movement of goods. We need all of the assistance and efforts, and we appreciate the support that the Chairman and this Committee has given to Southern California and the citizens who live there. Thank you.

[The prepared statement of Mr. Remy follows:]

TESTIMONY OF RAY REMY
PRESIDENT OF THE LOS ANGELES AREA CHAMBER OF COMMERCE
BEFORE THE HOUSE APPROPRIATIONS SUBCOMMITTEE ON TRANSPORTATION
APRIL 24, 1990

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE: THANK YOU FOR THIS OPPORTUNITY TO EXPRESS THE LOS ANGELES BUSINESS COMMUNITY'S STRONG INVOLVEMENT IN AND SUPPORT FOR TRANSPORTATION DEVELOPMENT IN LOS ANGELES COUNTY. I AM RAY REMY, PRESIDENT OF THE LOS ANGELES AREA CHAMBER OF COMMERCE, A BOARD MEMBER OF THE GREATER LOS ANGELES TRANSPORTATION COALITION, AND MAYOR BRADLEY'S ALTERNATE TO THE LOS ANGELES COUNTY TRANSPORTATION COMMISSION.

IN THE BUSINESS COMMUNITY, WE RECOGNIZE THAT PUBLIC TRANSPORTATION IS A MAJOR ECONOMIC ISSUE OF THE 90'S. UNLESS WE ARE ABLE TO MOVE GOODS AND PEOPLE, EFFICIENTLY AND EFFECTIVELY WE WILL FACE DISASTROUS ECONOMIC CONSEQUENCES.

RECENT STUDIES HAVE SHOWN THAT THE AVERAGE MOTORIST PAYS $1,200 A YEAR BECAUSE OF DELAYS AND ADDED FUEL AND REPAIR COSTS. RESEARCH DONE FOR CALIFORNIANS FOR BETTER TRANSPORTATION FOUND THAT CONGESTION ON STREETS AND HIGHWAYS COST OUR STATE $17 BILLION LAST YEAR.

CONGESTION HAS ALREADY ADDED 20 MINUTES TO THE AVERAGE COMMUTER DRIVE TIME, AND THIS FIGURE IS EXPECTED TO DOUBLE IN OUR REGION IN THE NEXT TEN YEARS IF NOTHING IS DONE.

FOR THIS REASON, WE IN THE BUSINESS COMMUNITY HAVE BEEN ACTIVE PARTNERS IN DEVELOPING RAIL TRANSIT AND OTHER IMPROVEMENTS TO INCREASE MOBILITY AND IMPROVE AIR QUALITY IN OUR REGION.

WE HAVE HAD A LONG AND CONTINUOUS COMMITMENT TO PUBLIC TRANSPORTATION AND TO THE METRO RAIL PROJECT. THIS HAS BEEN DEMONSTRATED BY OUR REGULAR TESTIMONY TO STATE AND FEDERAL LEGISLATORS AND THROUGH OUR SUPPORT OF THE ESTABLISHMENT OF BENEFIT ASSESSMENT DISTRICTS WHICH WILL CONTRIBUTE $188 MILLION TOWARDS THE FINANCING OF MOS-1 AND 2.

THERE IS ALSO PRIVATE SECTOR SUPPORT THROUGH JOINT DEVELOPMENT ACTIVITIES. THE HOME SAVINGS TOWER DEVELOPMENT HAS PROVIDED THE METRO CENTER STATION AT 7TH & FLOWER WITH $21 MILLION IN COST SAVINGS AND STATION IMPROVEMENTS.

WE ARE ENCOURAGING AND SUPPORTING EFFORTS TO ENSURE THAT THE LA METRO IS CLOSELY COORDINATED WITH REVITALIZATION AND COMMUNITY DEVELOPMENT THROUGHOUT THE CORRIDOR, PARTICULARLY AT UNION STATION, DOWNTOWN AND NOW HOLLYWOOD WITH THE EXTENSION OF MOS-2.

MR. CHAIRMAN, WE STRONGLY URGE YOUR SUPPORT OF THE $185 MILLION WHICH WE ARE REQUESTING TO FURTHER CONSTRUCTION OF METRO RED LINE. YOUR SUPPORT OF TRANSPORTATION FUNDING IS CRITICAL TO CONTINUED ECONOMIC GROWTH AND VITALITY IN THE SOUTHERN CALIFORNIA REGION.

Mr. LEHMAN. I want to thank the panel and you've made a very fine presentation. At this time I yield to Mr. Coughlin.

Mr. COUGHLIN. Thank you, Mr. Chairman. We also thank you for being here again, Mayor, and I was out there to observe your subway and its progress and it certainly is making progress. I might say that this Subcommittee is going to—the California delegation has a lot to say in this Congress. By virtue of its quality and its size.

And this Subcommitee's going to need it's help. We are going to need it's help with the budget committee to make sure that we get an adequate allocation of funds so that we can appropriate the money for California as well as for other parts of the country. We are going to need help in trying to get some of the administration's programs through which although they are proposing additional funds for the aviation end of things, that also affects other forms of transportation because it leaves funds that otherwise would be siphoned off there to be used here. So, it's going to take a cooperative effort by all of us to make sure that we do have the ability to proceed with the kind of infrastructure programs that you are talking about here and I'm particularly grateful that you came here today and I appreciate your time.

Mr. LEHMAN. Mr. Mrazek.

Mr. MRAZEK. Yes. Thank you, Mr. Chairman. I want to again welcome Mayor Bradley and his team whom we've had a chance to meet with now for a number of years about what is obviously a very well planned project that has the support of the community and all elements of the political structure. And, where there is a demonstrable local commitment in a tangible way toward seeing that system constructed. It is my strong belief that we are going to be able to provide enhanced assistance in the years ahead as we begin to see a redefinition of our spending priorities as a nation and as rebuilding of our transportation infrastructure and there's no doubt in my mind that Los Angeles will be a beneficiary. Thank you, Mr. Chairman.

Mr. LEHMAN. Mr. DeLay.

Mr. DELAY. I have no questions.

Mr. LEHMAN. Our Mr. Szabo.

Mr. SZABO. No.

Mr. LEHMAN. Well, thank you very much for being here and what's the odds on the gas tax?

Mr. SZABO. They are very good. Things are improving as the word gets out to the voters.

Mr. LEHMAN. That's very hopeful. It might send a real signal.

TUESDAY, APRIL 24, 1990.

FEDERAL HIGHWAY ADMINISTRATION, IRONDEQUOIT BAY BRIDGE, MONROE COUNTY, NY

WITNESSES

HON. LOUISE M. SLAUGHTER, U.S. REPRESENTATIVE FROM THE STATE OF NEW YORK

HON. FRANK HORTON, U.S. REPRESENTATIVE FROM THE STATE OF NEW YORK

Mr. **Lehman**. Congressman Horton and Congressperson Slaughter.

Ms. **Slaughter**. We certainly thank you for letting us come in today, also, we will submit our testimony for the record. I know you have a full plate today.

Congressman Horton and I share the Irondequoit Bay in Monroe County which opens out into Lake Ontario. The Rivers and Harbors Act told the Corps of Engineers that they could remove the tiny little bridge that spanned about 100 feet there that had been used by the people in the community since about 1925. Its removal has created considerable hardship from the safety aspect.

For one thing, it's very difficult, if not impossible sometimes, and doubles the time for backup fire and ambulance and school buses to get to areas they used to go. The Federal Government helped us spend considerable monies in cleaning up Lake Ontario, and it's become one of the country's major fishing areas. And, we are just beginning to recognize the economic gold mine of that water front. With the removal of that bridge, we have cut what could be a major recreation area in two. The only way to cross the bay is about five miles down the street over a span that often freezes up in the winter, it is overcrowded, and will not allow pedestrians or bicycles across. So, what we're saying is that we have this major recreation area, but there is no way to go from one side of that Bay to the other.

Both Congressman Horton and I have worked on this for many years, he here, and I in the state legislature before I came here. There is strong commitment in the community to replace that bridge and they are backing up that strong commitment with money, as is the state of New York. And, so we've come today because we would appreciate some Federal help in trying to achieve this, and we ask a request from you for an appropriation to help us to rebuild that bridge which has been out now for about five years.

[The prepared statement of Ms. Slaughter follows:]

134a

COMMITTEE ON RULES
SELECT COMMITTEE ON AGING
WHIP-AT-LARGE
CO-CHAIR, NE AGRICULTURE CAUCUS

Congress of the United States
House of Representatives
Washington, D.C. 20515

LOUISE M. SLAUGHTER
30TH DISTRICT, NEW YORK

1707 LONGWORTH HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515
202/225-3615

DISTRICT OFFICES:
311 FEDERAL BUILDING
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Statement of the Honorable Louise M. Slaughter

Appropriations Committee
Subcommittee on Transportation

April 24, 1990

Mr. Chairman and members of the Subcommittee, thank you for giving me the opportunity to present testimony on behalf of a project of importance to the people living in my district in Irondequoit, New York. Since 1985, this community has been separated from their neighbors in West Webster, represented by my colleague Frank Horton. The Rivers and Harbors Act of 1958 authorized the Army Corps of Engineers to open Irondequoit Bay as a safe harbor. In 1985, the Corps tore down the existing Lake Road Outlet Bridge at the mouth of the bay and dredged a channel through the sand spit, opening the harbor. This bridge was never replaced. I am requesting that the 1990 Transportation Appropriation bill include $7.5 million to fund 50% of the cost of a replacement bridge. Monroe County has agreed to provide local funds to finance half the construction of the bridge.

There are three main reasons to construct a replacement bridge -- safety, economic development, and a commitment of local assistance to finance half the cost of a replacement bridge. Public safety agencies have voiced their concern that fire fighters, ambulances, and police can no longer provide services to citizens on the other side of the bay on a back-up basis. The West Webster Fire District reports that each year there has been an increase in requests for help. However, calls in the northwest portion of their district cannot be handled by the nearby stations in Irondequoit. These public safety officers must now travel twenty minutes to reach the site. Before the bridge was removed, these calls could be answered in five minutes. Replacing the outlet bridge would greatly increase the public safety for the citizens of this area.

The only other bridge spanning the Irondequoit bay, the Route 104 bridge, is overcrowded. Traffic is often backed up when the bridge is under repair. The Route 104 bridge is extremely vulnerable to bad weather and has at various times each winter been closed due to icy conditions or accidents. This bridge was not intended as the sole crossing of the bay. Congestion, frequent repairs, and accidents have resulted. Replacing the outlet bridge would alleviate these traffic problems significantly.

PRINTED ON RECYCLED PAPER

The removal of the Lake Road Outlet Bridge has hurt this area of my district economically as well. The bridge was part of the historic Seaway Trail, a 434-mile trail that follows the shorelines of Lake Erie and Lake Ontario and the Niagara and St. Lawrence Rivers. When the bridge was torn down, that section of the Seaway Trail which passed through this community disappeared.

As a result, the economic benefits generated by tourism have declined dramatically. Originally, the removal of the bridge and broadening and deepening of the channel was intended to increase visitors to this recreation area. However, the failure to replace the bridge has hurt the area economy and diminished the number of people who can enjoy the increased recreational opportunities. Today, fewer people can visit the marinas, restaurants, and parks on both sides of the bay. The restaurants on the outlet road have lost between twenty and fifty percent of their business since the bridge was torn down.

The local governments have acted to provide 50% of the cost of the replacement bridge. They have already financed several hundred thousand dollars for preliminary feasibility studies. Possible options for different types of bridges have been evaluated. An environmental impact statement is underway. But these local governments need and deserve the assistance of the federal government to finance a replacement bridge.

There is strong community support to rebuild the Lake Road Outlet Bridge, but this will not be possible without federal support. The bridge is estimated to cost $15 million -- ten times the amount that would have been needed to replace the bridge in 1958, when the harbor dredging was authorized. I urge the Subcommittee to include funding for the other $7.5 million to build the Lake Road Outlet Bridge. This bridge is a matter of safety and economics for my constituents.

Thank you.

Mr. **Lehman**. Congressman Horton.

Mr. **Horton**. Mr. Chairman, thank you. I will put my statement in the record.

I want to join with Mrs. Slaughter in requesting $7.5 million for this bridge. When I first came to Congress, 28 years ago, I started working on this project. At that time there was a bridge, they were going to replace the bridge and then open up Irondequoit Bay.

Ultimately that did get accomplished, but then they took the bridge out and didn't replace it. So, this will be the tail end of it and hopefully we can get this $7.5 million. The county of Monroe and the local people are contributing partly to the bridge and so is the state of New York. It is hoped that with this $7.5 million we will be able to rebuild the bridge and make it possible for residents to have access which they don't now have. So, I join with Mrs. Slaughter in making a request of the Committee of $7.5 million which should help finish the job begun in 1985.

[The prepared statement of Mr. Horton follows:]

STATEMENT BY THE HONORABLE FRANK HORTON
BEFORE THE SUBCOMMITTEE ON TRANSPORTATION
HOUSE APPROPRIATIONS COMMITTEE

April 24, 1990

MR. CHAIRMAN, Members of the Subcommittee, thank you for permitting my friend and colleague Louise Slaughter and me the opportunity to testify before you today about the importance of bridging a small but significant gap between our two Congressional Districts. We are here to request $7.5 million to assist state and local efforts to rebuild a bridge across the mouth of Irondequoit Bay, thereby linking the Towns of Irondequoit and Webster. There used to be a bridge at the outlet of the bay, but that one was torn down by the Army Corps of Engineers as part of the Rivers and Harbors Act of 1958.

Mr. Chairman, Webster has been in my District since I first was elected in 1962. I also represented Irondequoit for twenty years until the last round of redistricting in 1982. I know the area on both sides of the bay quite well and can personally attest to the problems both communities have suffered as a result of the removal of the original bridge back in 1985.

Local businesses have reported dramatic drop-offs in sales; area workers have longer commutes to work; emergency vehicles from one community must make significant detours in order to provide assistance to their counterparts on the other shore. In short, what was once a large community spanning both sides of the bay has developed into two separate communities. In many respects, having no bridge has been a step backwards for the area.

We are not here to second guess the decision to tear down the old bridge as part of the efforts to open up Irondequoit Bay. That decision was and remains correct. However, that decision was made with the understanding that there would be a replacement bridge. None was ever built. Instead, the heavily-travelled Route 104 bridge, which is located a fair distance to the south, was designated as the replacement after the fact. This situation has proven unacceptable to residents of both Webster and Irondequoit and stunted economic growth in the Northeast section of Monroe County.

This project has local support as demonstrated by the commitments made by the state and county governments to foot half of the bill for the bridge. Congresswoman Slaughter and I are here to request that the Federal government help finish the job it started over 5 years ago.

Once again, I want to thank you for the opportunity to speak before you today. I hope you look kindly upon our request.

Mr. Lehman. I just want to go over this so I understand what you're asking for. Is this in the form of a highway demonstration project that you're asking this money?

Ms. Slaughter. Yes. We're asking for a highway demonstration grant.

Mr. Lehman. I think it's important that you talk to the authorizing committee people.

Mr. Horton. We've done that.

Ms. Slaughter. We've done that.

Mr. Lehman. And then write us a letter that you've talked to the chairman and the subcommittee chairman and say that you've talked to them and that they have no objection. That will help a great deal in being able to help you from our Subcommittee standpoint. Mr. Coughlin?

Mr. Coughlin. Thank you, Mr. Chairman. I just want to say what I say to every delegation that comes in. New York has got a lot to say about these things and we are going to need help on our bill. We are going to need help with the budget committee in getting enough money so that we can fund these projects.

Mr. Horton. I'm with you Larry, all the way.

Ms. Slaughter. That's right.

Mr. Coughlin. We're going to need help with the President.

Ms. Slaughter. Rules won't hurt.

Mr. Coughlin. We're going to need help with the President's program which provides additional funding in the aviation area which takes then some pressure off of other areas which has funds there. So we appreciate that and need the New York delegation's help.

Ms. Slaughter. We promise.

Mr. Horton. I so swear.

Ms. Slaughter. Absolutely.

Mr. Coughlin. Thank you, Mr. Chairman.

Mr. Lehman. We happen to have another New Yorker, here.

Mr. Mrazek. Well, Mr. Chairman, it's clear that when local communities are committed to the extent that this community is going to be providing a local share and convincing the Government of the State of New York to provide a 50 percent matching commitment, for a project like this. It clearly confirms the need for the project. And, I think a demonstration project of this nature would be awfully important for the enhancement of other projects around the country and the future benefits like this one. Thank you, Mr. Chairman.

Mr. Lehman. Mr. DeLay.

Mr. DeLay. Mr. Chairman, I want to say that I am very proud that they do have a 50 percent local share and I wanted to associate myself with Mr. Mrazek's comments. I wish other communities would have the same sort of commitment that your community has for this bridge. I think it's very impressive. Thank you, Mr. Chairman.

Mr. Lehman. Mr. Sabo.

Mr. Sabo. No.

Mr. Lehman. Thank you very much.

Ms. Slaughter. Thank you.

Mr. Lehman. Don't forget the letter.

Mr. HORTON. We'll get it to you.

TUESDAY, APRIL 24, 1990.

FEDERAL HIGHWAY ADMINISTRATION, EXIT 26 BRIDGE, SCHENECTADY COUNTY, NY

WITNESS

HON. MICHAEL R. McNULTY, U.S. REPRESENTATIVE FROM THE STATE OF NEW YORK

Mr. LEHMAN. Congressman McNulty.

Mr. McNULTY. Mr. Chairman and members of the Committee. I want to thank you for this opportunity to testify regarding a vital transportation project in my district. The completion of the Exit 26 bridge in Schenectady County, New York. I would also like to include for the record, Mr. Chairman, the written testimony which I have received from my district if thats appropriate at this time.

Mr. LEHMAN. We'll have it in the record.

Mr. McNULTY. Thank you. This project enjoys strong public support, and that's reflected in the testimony from many civic, political and business leaders throughout the area. Two of them are here with me today, Mr. Chairman, and just to introduce them for the record, Peg Lassiter, who is the Vice President of the Schenectady Chamber of Commerce who is in the audience along with Bea Westwater who has also been working on this project from the local area.

I would just like to give you a very brief history of the project. The Exit 26 bridge is located at the junction of the New York State thruway and interstate 90. The bridge was first proposed in a 1960 State Traffic Study, and was originally designed to span the Mohawk River, connecting Route 5, Route 5 South, I-890 and the New York State Thruway.

Construction was halted in 1970. While the bridge itself was not completed, the access ramps are already in place and you can see that from the aerial photographs which are attached to my written testimony.

In addition, a right of way was acquired by the state on the North shore of the river in anticipation of completing the project.

In 1985, New York State Department of Transportation feasibility study reinforced the dire need for this bridge. Without it, traffic north of the Mohawk River passes through the business districts of Scocia, Schenectady and Glenville, adding to the immense traffic congestion in these communities.

The 1988 Rebuild New York Transportation Bond Act, earmarked $5 million for preliminary engineering and any additional right of way costs. This was supplemented with a $5 million appropriation from the New York State Thruway Authority. With a memorandum of understanding between the Governor and the legislature stipulating that "accomplishment of the entire project will be subject to state and local officials working cooperatively to develop a full funding package." This state money while dedicated for this project, is being held in abeyance and may not be spent until the Federal funding commitment has been received.

And, as expected the continued delay of the project merely increases the overall costs. Mr. Chairman, I'm requesting an initial miminimum Federal funding appropriation of $4 million this year along with some authorizing language for the life of the program. This will be sufficient for the state to begin work on this vital and long overdue project.

Mr. Chairman, the problems caused by the absence of this critical transportation link have been very definite impediment to local economic and business growth. Mr. George Robertson, who is the President of the Scenectady County Economic Development Corporation estimates that in the last three years, alone, 18 companies have elected not to locate in the Glenville, Scocia region due to their concerns about inadequate transportation linkages. Eight were manufacturing firms, and 10 were distribution companies, that would have employed anywhere between 20 and 100 persons each. This also meant a loss of 720,000 feet of industrial space and an estimated $17 million annually in payrolls. Money which was never realized or reinvested in the local community.

The 23rd District of the State of New York, like many other northeast industrial regions has suffered significant economic decline over the last decade. That trend must be stopped. I am a life long resident of the capital district. I have been an elected public official for 21 years and I have personally seen the hardship suffered by my constituents, my family and my friends during this decline. And, I'm determined to do all that I can to turn things around.

The Exit 26 bridge is a critical component of my efforts and those of the civic and business leaders throughout the region. So, Mr. Chairman, and members of the committee, I appreciate your interest in this important project. I'm especially grateful to you, Mr. Chairman and to my New York colleague, Bob Mrazek for your personal support and guidance as I have moved this project through the funding—through the process.

I look forward to working with you and all the members of the committee to make this long delayed project a reality and I thank you very much.

Mr. Lehman. Mike, what's the total estimated cost of this project?

Mr. McNulty. The estimated cost, now, Mr. Chairman, because it's progressed through the years. It was in the 20's for a while and it got up to about $34 million, later in the 1980's and looking in terms of the anticipated time frame for construction. Looking at the mid '90's for completion. It's estimated it will cost approximately $40 million. That's the current estimate from the New York State Department of Transportation. And $10 million has been appropriated.

Mr. Lehman. I imagine you will remember the problems we had with your similar request last year and how hard your colleague, Mr. Mrazek, worked to try, but unfortunately was not able to acquire these funds last year. You know what the process is. You will have to go back to the authorizing committee, as I spoke to the previous New York members, and to get us a letter that says that you have spoken to the subcommittee chairman and the full committee chairman and they have no objections. And you know that you have your work cut out for you. Mr. Coughlin?

Mr. **Coughlin**. Thank you, Mr. Chairman. Why was construction stopped back in 1970?

Mr. **McNulty**. It was lack of funds at the time. The cost exceeded—the anticipated cost exceeded the money that was available at the time.

Mr. **Coughlin**. All that time from 1970 to 1990 there have never been any funds?

Mr. **McNulty**. Well, you know what happens.

Mr. **Coughlin**. That's a long time.

Mr. **McNulty**. You know what happens when projects are on the table and then they fall short. The difficulty is getting them back on track, especially in a large state like New York. They had considerable transportation experience during my years as a Mayor and in the state legislature, and I had experience with several projects in our region which fell short in a particular time frame and it took years to get them back on the transportation plan. One of them was in my home town of Green Island, the Ultimate Seven project which had a life span of about 30 years too.

Mr. **Coughlin**. Thank you, Mr. Chairman.

Mr. **Lehman**. Mr. Mrazek.

Mr. **Mrazek**. Thank you Mr. Chairman. I would like to thank my colleague from New York for a superb presentation. He's proved to me that this project is of critical importance to the smooth flow of traffic along the state and federal highway system in this region of New York, and it's my hope that we could make a substantial down payment on moving this project forward. I can appreciate the fact that we need to engage the authorizing committee in the process. And, certainly that is part of the overall plan and this is clearly one of the more important demonstration projects that we are going to be able to consider in the 101st Congress. I hope the Subcommittee will be supportive. Thank You.

Mr. **Lehman**. Mr. DeLay.

Mr. **DeLay**. No.

Mr. **Lehman**. Mr. Sabo.

Mr. **Sabo**. No.

Mr. **Lehman**. Thank you very much.

Mr. **McNulty**. Thank my colleague from New York, and I thank, especially the Chairman and members of the Committee.

[The following are statements submitted for the record. Note, additional letters and information in support of this project are on file in the subcommittee office:]

141a

COMMENTS BY THE NEW YORK STATE DEPARTMENT OF TRANSPORTATION ON THE CONSTRUCTION OF A NEW BRIDGE TO CROSS THE MOHAWK RIVER IN SCHENECTADY COUNTY, NEW YORK

The New York State Department of Transportation has carried out extensive studies to determine the need for constructing a new crossing of the Mohawk River in Schenectady County connecting Interstate Highways on the south side with a major four-lane highway on the north side. The estimated cost of construction of a four-lane highway bridge and its connections from New York Route 5 on the north side of the Mohawk River to I-90, Route I-890 and Route 5S on the south side is about $34 million. However, with design costs and construction supervision, the total cost will exceed $40 million.

As evidence of State support for the construction of the new bridge, the State has pledged $10 million of 100 percent State funds toward the construction of the project. However, at least $30 million in additional funding will be needed to fully finance the design and construction of the bridge and its connections to the existing highway system.

While the State supports the construction of the bridge, we find that with limited currently available State and Federal resources and the overwhelming need for those resources, the Department is unable to commit more than the $10 million already earmarked for this project. The amounts of future federal-aid for highways expected to be apportioned to New York State and the limited amounts of future State aid expected to be available for such projects under the State's budgetary constraints make any major additional assignment of State or normal Federal aid funding for this project impossible.

In view of the intense competition by worthy projects for the limited amount of State and Federal funds anticipated to be available from regular sources, the only way to ensure that the construction of this Bridge can be accomplished in a timely manner, is to provide $30 million of additional Federal-aid over and above our regular apportionments and allocations to make up for the shortfall in funding.

As noted above, there are $10 million in State funds which are already committed to this project and can be made available by the State on a partnership basis as soon as a full funding package to fund the design and construction of the project can be assembled. This $10 million will be more than enough to match any new Federal funds made available. Were a Federal authorization for $30 million received, a minimal appropriation of $2 million in Federal funds is needed this year for design and environmental impact work. Based upon the project schedule, major appropriations within the total authorization will not be required for several years. However, we cannot begin the final design activities until we have a Federal commitment for the unfunded portion of the construction costs and an initial appropriation to cover the Federal share of the cost of design.

The Committee has previously acted to authorize funding for a project with annual appropriations against the amount authorized thereafter. For example, the FY 1987 Transportation Appropriation Bill (PL 99-500) authorized the appropriation of $32 million to help State and local agencies pay for the costs of a coordinated project of highway improvements in the vicinity of Pontiac and East Lansing, Michigan. However, an appropriation of only $4.8 million was for FY 1987. The remainder of the authorization for the project is being appropriated to supplement available State and local funds on an annual basis, as the Federal funding is needed.

We strongly urge the Committee to take a similar course of action with respect to helping the State and local jurisdictions finance the proposed Bridge across the Mohawk River. With the authorization of an additional $30 million in Federal funds and a small appropriation for this year, the State, in partnership with the Federal government, is prepared to initiate the engineering and environmental planning needed to construct the project.

April 19, 1990
D18:52

1416

CITY OF SCHENECTADY

Karen B. Johnson
MAYOR

Testimony of Mayor Karen B. Johnson on Need of Exit 26 Bridge

Though this bridge is not located in the City of Schenectady, our City Council on June 1, 1987 unanimously "endorsed all efforts to gain a new bridge across the Mohawk River at Exit 26 of the New York State Thruway."

Our support is principally due to our belief that with major job reduction at the local General Electric manufacturing plant, we must diversify our local economy and this bridge would permit additional job development sites in our County near the City. In addition the City has an extra territorial UDAG in the town of Glenville which will particularly benefit from the new bridge construction and enhance the job creation ability of the UDAG grantee.

OFFICE OF
THE MAYOR

(518) 382-5000
CITY HALL SCHENECTADY, N.Y. 12305

New York State Assembly
Task Force
on the Mohawk Valley

Mel Miller
Speaker

Paul D. Tonko
Chair

Room 742
Legislative Office Building
Albany, New York 12248
(518) 455-5197

April 24, 1990

Hon. William Lehman, Chairman
Subcommittee on Transportation
Committee on Appropriations
U.S. House of Representatives
2358 Rayburn
House Office Building
Washington, D.C. 20515-6027

Dear Congressman Lehman:

Enclosed you will find testimony I would like included in the public record for today's hearing concerning transportation-related appropriations. I would respectfully request your careful consideration of my remarks during your budget deliberations.

Sincerely,

Paul D. Tonko

Paul D. Tonko
105th Assembly District
Chairman, NYS Assembly Task Force on the Mohawk Valley

TESTIMONY OF ASSEMBLYMAN PAUL D. TONKO
April 24, 1990

Hon. William Lehman, Chairman
Subcommittee on Transportation
Committee on Appropriations
U.S. House of Representatives

I am submitting this statement today to strongly urge you and the other members of the Subcommittee to support the inclusion of a budget authorization and appropriation request for $24 million for the completion of a bridge at Exit 26 of the New York State Thruway in Schenectady County.

As a member of the New York State Assembly who represents the Schenectady County area, you should know that I have had the completion of the Exit 26 bridge as one of my top priorities since I was first elected to the State Legislature in 1983. A bridge connection between Exit 26 and Route 5 was first proposed as early as 1960. While construction began in the early 1970s on the approach ramps and support structures, the lack of full funding eventually brought the project to a halt. Despite the fact that the project had languished for many years, I successfully obtained $800,000 in the New York State 1983 Transportation Bond Act to reevaluate the several transportation benefits which could result from the completion of the bridge. This study was undertaken to collect information, which the State expected would be required if federal funds were to be applied to the project. Five years later, with a full analysis in hand, I took the opportunity to request the Assembly leadership to include funding for the bridge during the legislative negotiations on the 1988 "Rebuild New York" Transportation Bond Act. With the strong local support of organizations, such as the Schenectady Chamber of Commerce, area businesses, labor interests and municipalities, I was successful in getting $5 million committed from the Bond Act and $5 million from the New York State Thruway Authority. A memorandum of understanding between the parties at the state level makes this funding contingent upon obtaining funding from other sources, such as the federal government.

As I have already indicated, many groups and individuals in the area have diligently worked to see this project finished, and have provided the substantive information and level of local support necessary to justify further public investment. I am thankful for all their efforts and will not redundantly express the specific elements of their arguments. Nevertheless, I should state for the record that the completion of this bridge is critically important for two primary reasons. First, as the 1987 New York State Department of Transportation traffic study indicates, traffic congestion remains a major problem in the Schenectady-Scotia area, with substantial truck traffic being routed through the business districts of Schenectady and Scotia on city and village streets. The completion of the Exit 26 bridge would alleviate this problem by diverting the through traffic to less congested routes. Second, this element of transportation infrastructure is vital for further economic development in the area. The "Exit 26 Bridge Economic Impact Analysis" prepared in 1988 by a private consulting firm for the Schenectady County Chamber of Commerce clearly demonstrates the importance of the proposed bridge to the region's economy, in terms of access, cost factors, tax base, commercial activity, and job growth. At recent hearings held by the New York State Assembly Task Force on the Mohawk Valley, which I chair, witnesses indicated that at least 18 firms (8 manufacturers and 10 distribution companies) have chosen not to locate in our area, due to poor access. The economy of the Mohawk Valley has been in distress for a number of years, and could not afford to lose the 630 jobs and $17 million in payroll that might have been brought to our communities, were it not for the lack of a bridge.

While I am cognizant of the period of tight budgets which we all must face, I believe that transportation infrastructure remains, in part, a national issue. New York State has done its part to make a commitment to the infrastructure needs of the Mohawk Valley, in upstate New York in relation to this bridge construction project. I ask that you recognize the good faith efforts of state government, and ease the burden on an economically distressed region of New York. The Mohawk Valley urgently needs the help of Congress to move the Exit 26 Bridge to a state of completion.

141d

THE ASSEMBLY
STATE OF NEW YORK
ALBANY

JAMES TEDISCO
Assemblyman 107th District

RANKING MINORITY MEMBER
Committee on
Children and Families
COMMITTEES
Aging
Education
CHAIRMAN
Minority Task Force
on Missing Children

April 17, 1990

Hon. Michael R. McNulty
House of Representatives
1431 Longworth Building
Washington, D.C. 20515

Dear Mike:

Thank you for informing me of the House Appropriations Subcommittee on Transportation's hearing scheduled for the week of April 23.

Enclosed is a copy of the testimony I have prepared for the subcommittee. I know that you will do everything in your power to ensure that Congress approves the $24 million needed to allow New York to release the bonds for the completion of the bridge.

Again, thank you for informing me of the hearing.

Sincerely,

Jim

James Tedisco
STATE ASSEMBLYMAN

JT/bd

Enc.

DISTRICT OFFICE 114 Broadway Schenectady New York 12305 (518) 370-2812
ALBANY OFFICE Room [illegible] Legislative Office Building Albany New York 12248 (518) 455-5811

THE ASSEMBLY
STATE OF NEW YORK
ALBANY

JAMES TEDISCO
Assemblyman 107th District

RANKING MINORITY MEMBER
Committee on
Children and Families
COMMITTEES
Aging
Education
CHAIRMAN
Minority Task Force
on Missing Children

To: Members of the House Appropriations Subcommittee on Transportation

From: Assemblyman James N. Tedisco

Subject: Federal Funding Commitment for New York State Thruway Exit 26 Bridge

Thank you for the opportunity to present written testimony on an issue that is very important to the residents, businesses, and municipalities in the 107th Assembly District. As the State Assemblyman representing the City of Schenectady, Village of Scotia, and the towns of Niskayuna and Glenville, I have been involved in efforts to complete the Exit 26 Bridge project for nearly eight years. I cannot emphasize how important the completion of the Bridge is to our area in terms of alleviating traffic congestion, providing better access for emergency service vehicles, and promoting economic development.

As you may be aware, the Exit 26 Bridge was first proposed in a 1960 State traffic study for Schenectady County. At the time, it was intended to alleviate traffic congestion in Scotia and Schenectady by connecting Exit 26 of the New York State Thruway and Route 5S on the south (Rotterdam) and Route 5 north (Scotia). In the Thirty years

DISTRICT OFFICE [illegible] Broadway, Schenectady, New York 12305 (518) 370-2812
ALBANY OFFICE Room [illegible] Legislative Office Building, Albany, New York 12248 (518) 455-5811

since the study was done, traffic congestion has increased, which has resulted in a negative impact on our area's ability to provide optimal emergency services, and promote economic development.

In recent years, development at the Scotia Industrial Park and other points along Route 5 on the north side of the Mohawk River has aggravated the existing traffic congestion in the village of Scotia, as well as on the Western Gateway Bridge. Traffic must pass through the business district of Scotia and Schenectady in order to get to the New York State Thruway or I 890. In addition, the construction of the Rotterdam Square Mall on the south side of the Mohawk River, which is close to Exit 26, has dramatically increased traffic from all directions.

These traffic problems have proven to be a serious impediment to economic development in Schenectady County. According to George Robertson, President of the Schenectady County Economic Development Corporation, at least eighteen companies in the past three years have decided not to locate in the Scotia-Glenville area due to concerns over poor transportation linkages. Occupancy in the above mentioned Industrial Park, operated by the Galesi Corporation, has a vacancy rate of 10% to 20% higher then the Galesi Corporation's Rotterdam Industrial Park which is easily accessible to Exit 25 A of the New York State Thruway.

A major concern expressed to me by the village of Scotia is that Scotia village streets are being overloaded with traffic, particularly tractor trailers. The State Department of Transportation has estimated that the average daily traffic is over 5,500 vehicles out of the Scotia-Glenville and Corporations Parks. Much of this traffic congestion would be alleviated by the completion of the Exit 26 Bridge.

Traffic congestion is not only affecting business and industrial development in Schenectady, by have also raised serious concerns about the delivery of emergency services to the Rotterdam Junction and Pattersonville area of Schenectady County due to the railroad cutting off that section of the County. In addition, during the spring the Mohawk River tends to overflow, causing flooding on Route 5S. On several occasions, Route 5s has had to have been closed due to the flooding.

Accordingly, an alternative route, via the completion of the Exit 26 Bridge, would resolve many of the problems caused by the railroad or flooding cutting off access to part of the Town. With the Bridge, emergency services and increased traffic patterns can be diverted to the new access.

During the 1988 Legislative Session, I received over 5,000 pieces of correspondence from constituents and area businesses expressing concern about the problems I have mentioned, and supporting the Transportation Bond Issue which would include money for the Bridge. This represents the largest volume of mail my office has ever received on one issue since I have been in public service.

The State recognized the need to complete the Bridge and provided $10 million in bonds, with the understanding that the Federal Government would provide the additional $24 Million to complete the project. As a result, it is imperative that congress approve the $24 Million appropriation so that the State can release the bonds.

TESTIMONY REGARDING THE CONSTRUCTION OF THE EXIT 26 BRIDGE
SCHENECTADY COUNTY, NEW YORK

Submitted to: House Appropriations Subcommittee on Transportation

Submitted by: Margaret G. Lassiter, Vice President, Schenectady County Chamber of Commerce

Date: April 24, 1990

HISTORICAL BACKGROUND

The proposed Exit 26 bridge is located at the junction of New York State Thruway exit 26 and I 890. The bridge was originally designed to span the Mohawk River connecting Route 5 to Routes 5S, I 890 and the Thruway. In the early 1970's, when I 890 was completed, the grading and ramps were put into place for the bridge, and Route 5 was widened to four lanes, in anticipation of the construction of another crossing of the Mohawk River at that point. Twenty years later, the bridge is still unfinished.

In the 1983 Transportation Bond Act, the State of New York allocated funds for a feasibility study for completion of the bridge. The study was conducted by Clough Harbour, and was structured so that if no need for the bridge was demonstrated, only one Technical Memorandum would be written. The fifth Technical Memorandum was released in June, 1987, and the sixth is still in draft form. The need for the bridge has been clearly established.

In July, 1987 the Schenectady County Chamber of Commerce and Schenectady Economic Development Corporation formed a joint task force to find funding sources to complete the bridge. The members of task force represented a wide cross section of political and business leaders. The task force focused attention on the project through the use of billboards and displays, located in local businesses. The displays contained post cards to be completed by individuals in support of finishing the bridge. The Montgomery County Chamber of Commerce supported the completion of the bridge, as it will have a positive impact on Amsterdam and its industrial park. Displays were placed in businesses in Amsterdam as well, and the Schenectady Chamber of Commerce received over 5000 cards in support. The Fulton County Chamber of Commerce also endorsed the project.

The Task Force then brought the project to the attention of the New York State Legislature, which secured its inclusion in the 1988 Transportation Bond Act. Assemblymen Paul D. Tonko and James N. Tedisco and Senator Hugh T. Farley were instrumental in getting the project into the Memorandum of Understanding attached to the Bond. The State appropriated $5 million, and the New York State Thruway Authority will provide an additional

$5 million. "Accomplishment of the entire project will be subject to State and local officials working cooperatively to develop a full funding package to fund construction of the facility. Development of this package will start immediately." (Source: Memorandum of Understanding, Rebuild New York 1988 Bond Act.) The total cost of the project is $34 million in 1993 dollars.

The Exit 26 bridge will alleviate local traffic congestion and will also positively impact the economic growth of the area.

TRANSPORTATION/CAPACITY ISSUES

Village of Scotia

Route 5 is a major link between Schenectady and Amsterdam and goes through the Village of Scotia. Two industrial parks, Corporations Park and Scotia-Glenville Industrial Park, are located at the western end of the village. In the village, Route 5 is lined with small retail businesses. The Western Gateway Bridge over the Mohawk River links Schenectady and Scotia.

Currently the truck routes for the two industrial parks use Route 5 through Scotia. Between 250-300 trucks daily leave Corporations Park alone, and travel through the village. This truck traffic restricts access to the businesses along Route 5, choking the downtown. It has also accelerated the repair schedule of the Western Gateway Bridge, which had deck rehabilitation several years earlier than anticipated.

The enclosed charts, taken from two Technical Memoranda, show that the level of service along Route 5 is currently at unacceptable levels, F ratings. These ratings are done by the New York State Department of Transportation. Construction of the Exit 26 Bridge will improve the ratings considerably, as the charts demonstrate.

Lock 9 Bridge (Route 103)

The Lock 9 bridge is the only river crossing between Schenectady and Amsterdam and connects Routes 5 and 5S in Rotterdam Junction. Built in 1914 to service the lock, it is a two-lane, steel grid bridge. It carries over 6,000 vehicles daily. In February, 1989 the vehicle tonnage limit was halved, from 32 to 16 tons, due to extensive truss deterioration and beam damage. This bridge was not designed to carry these levels of traffic. It is used not only by people in Rotterdam Junction and Pattersonville, but also workers who live in Amsterdam and points west and who work in Schenectady. The intersection of Routes 5 and

103 is an extremely dangerous one, although traffic signals have recently been installed, which has reduced the number of accidents. (See Table III-2, Technical Memorandum #3). The construction of the Exit 26 bridge would retard the deterioration of the Lock 9 bridge, by diverting traffic from it.

The condition of the Lock 9 bridge also causes concern about the delivery of emergency services to Rotterdam Junction and Pattersonville. The Rotterdam Chief of Police, Alfred DeCarlo, stated that the railroad often cuts off the western part of the town from these services. He added that Route 5S floods during the spring and has to be closed. The Exit 26 bridge would give the residents an easier commute into Schenectady and Albany, as well as providing an alternate route for emergency vehicles.

Glenville Master Plan

The Town of Glenville, in which the Village of Scotia is located, recently completed a Master Plan. The plan was done by Buckhurst, Hutton, Fish & Katz, and identified traffic as one of their greatest concerns. The report stated that the construction of the Exit 26 bridge would alleviate the congestion in the Village of Scotia.

New York State Thruway Exit 25

Last summer the New York State Department of Transportation began a major rehabilitation and reconstruction of Thruway Exit 25 to alleviate congestion at that exchange, due primarily to the volume of commuters between Albany and Schenectady. They widened both the eastbound and westbound ramps and constructed additional toll booths. Construction of the Exit 26 bridge would further diminish the congestion, since commuters who live on the western end of Scotia and Glenville would find it more convenient to use Exit 26. It would also generate more revenues for the Thruway in additional tolls collected.

NYS Department of Transportation Findings

In its Technical Memorandum #5, the Department of Transportation summarized its findings for Exit 26 bridge traffic diversions as follows:

> *Traffic on Route 5 from Amsterdam and points west currently using the Lock 9 bridge to commute to Schenectady will bypass it and use the new bridge. Approximately 5500 trips per day by 2020 is estimated.

*Traffic traveling to and from Scotia-Glenville Industrial Park and Corporations Park is expected to use the Exit 26 bridge. By 2020, a total of 4300 vehicles per day will make this diversion.

*Traffic will also be diverted from Route 147 in Scotia. By 2020 the number of vehicles will be approximately 1600.

*A minor traffic reduction is expected on Route 50. The Exit 26 bridge will not significantly alleviate congestion on that road, but statistics show that development is moving westward, hence serviced by the new bridge.

Conclusion

It is clear that the Exit 26 bridge will have major impact on traffic congestion by diverting it away from the Village of Scotia. It will improve access and the delivery of emergency services to Rotterdam Junction and Pattersonville. It will alleviate the over-use of the Lock 9 bridge.

ECONOMIC DEVELOPMENT ISSUES

Schenectady County

Schenectady County has a limited amount of land area available. It is the second smallest Upstate county and must, therefore, take advantage of existing industrial lands and buildings. A major part of the county's potential developable area is located in Corporations Park and Scotia-Glenville Industrial Park, which currently have 3 million square feet. Corporations Park was originally part of the Navy Depot, located in Scotia. It is expected that the Navy will release additional buildings to the Park in the near future.

The Schenectady Chamber of Commerce had an economic impact analysis done for the Exit 26 bridge. (The full report is enclosed.) The major findings of the study were as follows:

*Over the past three years 18 companies, (8 manufacturers, 10 distributors,) did not locate here due to lack of access. This represents a loss of 720,000 square feet of industrial space, 630 head-of-household jobs, and approximately $17 million in payroll.

*60% of the developable industrial land is contingent on the construction of the Exit 26 bridge.

*Companies currently in the industrial parks would have access to a larger employee base, would be able to streamline their operations, and would be more competitive with the western part of New York.

The Exit 26 bridge would also enable these businesses, who are significant employers in the county, to expand their operations, hence employing more people.

Town of Glenville

Glenville is ideally situated to provide business locations and employment opportunities for the entire lower Mohawk Valley. In their Master Plan, in addition to traffic concerns, the bridge was cited as being critical to economic development, especially in the town's need to attract workers from nearby counties.

Mohawk Valley Region

Schenectady County is uniquely positioned on the western end of the Capital District and the eastern end of the Mohawk Valley. It could easily provide a link between the two economic regions, with the proper infrastructure.

The Montgomery County Chamber of Commerce has endorsed the Exit 26 bridge, citing not only access to the Amsterdam Industrial Park, but also the westward migration of housing. An easy commute is one factor in attracting people into Montgomery County to live.

The Fulton County Chamber of Commerce has also endorsed the project. Fulton County is the "Gateway to the Adirondacks" and the Exit 26 bridge would ease access from the east, thereby increasing tourism to the area. It would also enhance existing links between businesses in Fulton County and in the Glenville industrial parks.

The New York State Assembly established a Mohawk Valley Task Force, chaired by Speaker Mel Miller and Assemblyman Paul Tonko. They heard testimony from the seven counties comprising the Mohawk Valley, and identified the Exit 26 bridge as a critical infrastructure link for the entire region.

I-88 Corridor

The northeastern end of I-88 is at Exit 25A of the New York State Thruway. By building the Exit 26 bridge, an important link will be created between Schenectady/Amsterdam and Binghamton and the Southern Tier. Businesses wishing to expand westward (or eastward) would have the necessary infrastructure in place.

Conclusion

As Schenectady continues its economic renaissance after the downsizing of its major employer, General Electric, the Exit 26 bridge is critical to its continued revival. What was a sound idea twenty years ago is now crucial to the economic health, not only of Schenectady, but of the Mohawk Valley region and New York State.

HUGH T. FARLEY
44TH DISTRICT
CHAIRMAN
COMMITTEE ON BANKS
CHAIRMAN
SELECT COMMITTEE ON
INTERSTATE COOPERATION
CHAIRMAN
SUBCOMMITTEE ON LIBRARIES

THE SENATE
STATE OF NEW YORK

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COMMITTEE ASSIGNMENTS
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CIVIL SERVICE AND PENSIONS
ENVIRONMENTAL CONSERVATION
ETHICS - HEALTH
HOUSING - LABOR

April 11, 1990

The Honorable Michael McNulty
1431 Longworth Office Building
Washington, D.C. 20515

Dear Mike:

Thank you very much for this opportunity to submit a statement in support of federal funding for construction of the Exit 26 Bridge. I understand that this testimony will be included as part of the hearing record for the House Appropriations Subcommittee on Transportation during the week of April 23rd.

As you know, construction of the Exit 26 Bridge has long been one of my top priorities because of the enormous benefits it will bring to our entire region. The plan, which calls for construction of the span over the Mohawk River connecting Routes 5 and 5S, I-890 and the Thruway at Exit 26, will certainly spur the economic growth of the entire region. The access that it will provide to western Schenectady County will render our highway system in this county adequate to accommodate new development. It will also enhance access to points in Montgomery and Fulton counties.

Other benefits include:

- relieving congestion on Routes 5 and 5S;
- relieving off-ramp congestion at Exit 25;
- improving Thruway traffic west of the Village of Scotia; and
- reducing the traffic flow over existing Mohawk River bridges.

The State has already committed $5 million for preliminary engineering and pre-construction work on the Bridge. When the 1988 Transportation Bond Act was approved in 1988, the voters of our region anticipated continuation of this important project. You may remember that work on this bridge was interrupted in the early 1970's because of inadequate funding; perhaps now the bridge we have all waited for will finally become a reality.

Thanks again, Mike, for this opportunity to comment on the importance of the Exit 26 Bridge. As always, best personal regards.

Cordially,

Hugh T. Farley
Senator

HTF:PPJ

John F. Ryan, Jr.
Supervisor

Council Members

Fredric K. Lindsay
Charles W. Gilgore
Sarah K. Harrison
Charles A. Macfarlane

Robert A. Moore
Town Attorney

TOWN OF GLENVILLE
SCHENECTADY COUNTY, NEW YORK

18 Glenridge Road
Glenville, N.Y. 12302

JAN. 2nd 1821

Nelson L. Austin
Town Clerk

April 10, 1990

The Honorable Michael R. McNulty
Member, Congress of the United States
House of Representatives
Washington, DC 20515

Dear Congressman McNulty:

Thank you for your letter of April 4, 1990 in which you solicited comments from the Town of Glenville, concerning the construction of the Exit 26 Bridge.

The attached copy of Resolution No. 28-85 accurately presents the views of the Officials of the Town of Glenville.

We appreciate your support and wish you well.

Sincerely,

John F. Ryan, Jr.
N. Austin

John F. Ryan, Jr.,
Supervisor

JFR:csh
Encl.
cc: File (2)

RESOLUTION NO. 28-85

Moved By: Councilwoman Albers
Seconded by: Councilman Burch

WHEREAS, the State of New York has proposed and planned the construction of a new bridge crossing the Mohawk River to connect Exit 26 of the New York State Thruway and N.Y.S. Route 5S on the south, with N.Y.S Route 5 on the north, and

WHEREAS, the State has acquired the necessary properties at either end of the proposed bridge location and has constructed the southerly approaches to such proposed bridge, and

WHEREAS, the Town Board of the Town of Glenville has, in the past, supported and recommended completion of this project to alleviate traffic congestion within the Town of Glenville and Village of Scotia, and

WHEREAS, the sale and redevelopment of the former Navy Depot on Route 5, as well as other development within the Town of Glenville, has increased traffic and presents a real need for the new bridge to provide greater accessibility to and from the south and west,

NOW THEREFORE, BE IT RESOLVED that the Town Board of the Town of Glenville does hereby endorse, support and urge the construction of this proposed bridge and does hereby request the State of New York and the Department of Transporation to schedule completion of this project as soon as possible, and

BE IT FURTHER RESOLVED THAT THE Town Clerk be and he hereby is directed to provide copies of this resolution to Senator Alphonse D'Amato, Congressman Samuel S. Stratton, State Senator Hugh Farley, State Assemblyman James Tedisco, State Assemblyman Paul Tonko, and to the Village of Scotia, the Town of Rotterdam, the City of Schenectady and the County of Schenectady, requesting their support of this endeavor, and to the Department of Transportation for their consideration.

Ayes: Four
Noes: None
Absent: One

Motion Carried

Schenectady Economic Development Corporation

April 20, 1990

Congressman Michael McNulty
U.S. House of Representatives
29 Jay Street
Schenectady, NY 12305

Dear Congressman McNulty,

As you are well aware, Schenectady County New York has been a major manufacturing center for well over 100 years. Manufacturing has been the basic source of wealth for this community.

General Electric was founded here and in 1974 nearly 30,000 people worked at GE-Schenectady. Then came the contractions of the global economy in the 1970's and 1980's. GE eliminated nearly 1,000 jobs year in and year out until a decade later in 1984 only 17,400 people worked for GE Schenectady. In 1986, GE announced 4,600 layoffs in 18 months and by the end of 1989, only 11,850 people worked at GE!

Since 1985, this community has put together a dynamic and aggressive economic development effort to assist existing businesses to expand and help new businesses to locate here. As a public-private partnership we have locally financed over one million dollars in small business loans over one-half million dollars to develop a technology incubator center, over one and a half million dollars in public moneys for downtown office development. These efforts are producing results but so much more needs to be done.

We have many legacies of our manufacturing decline. Using the 1980 Census as a basis with birth and death rates added, showed that the County during the 70's experienced an out-migration of over 14,000 people under the age of 45. They left because there were not jobs to keep them here. That number represents nearly 1/10th of our population. Our 1990 projected census estimate shows very slow growth (about 2.3%) which means that out-migration of young people has slowed but is still present.

242 CANAL SQUARE ■ SCHENECTADY ■ NEW YORK 12305 ■ (518) 393-7252

Connect With SCHENECTADY

April 20, 1990
Page 2

Human Service estimates put our percentage of elderly at 25% or better which is twice the national average. At the same time, the only influx of young people has been in an rapidly increasing minority and immigrant population (our Hispanic population increases are estimated at 500%). Without adequate manufacturing job creation, we are condemning these newcomers to lives of subsistence and public assistance.

The County is the second smallest in land area in upstate New York (207 square miles) of which approximately 2/3rds is mountainous. At 727.9 persons per square mile, we have the 7th most dense population in New York and the highest upstate outside of metro New York City.

This means we have limited land resources in which to develop new business and industry, create new jobs, retain our young people, and reverse a downward trend in per capita income and standard of living. We are, therefore, critically impacted and dependent on infrastructure.

We have in the Town of Scotia-Glenville 2.4 million square feet of former naval depot space. Unfortunately, the traffic route to reach the interstate system is on highways traveling not only through the narrow and heavily congested main street of the village of Scotia but through our downtown central business district of the City of Schenectady.

To attract manufacturers and manufacturing jobs to the community, time and cost efficient highway linkages are not luxuries but essential minimum criteria. Manufacturers are dependent on the ability to bring raw product in and ship finished goods out. We have lost over the last several years numerous manufacturing prospects because of the failure to link New York Highway 5 to Interstate 90 via an exit 26 bridge. Development of these kind of jobs is essential to the present and future economic well being of this community.

Equally important, Schenectady serves as the eastern anchor to the Mohawk Valley. We have traditionally been an employment center for the rural counties to the west of us. The loss of jobs here and there has produced unemployment rates of 8 to 10% for these counties. The exit 26 bridge would provide a direct linkage to where these people live and where jobs can be created in existing industrial space.

April 20, 1990
Page 3

We appreciate every effort you have made to secure federal funding for this critical transportation and economic project. We urge the Congress to fund this project.

Sincerely,

George L. Robertson
President

GLR/mjs

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THE ASSEMBLY
STATE OF NEW YORK
ALBANY

GLENN H. HARRIS
109th Assembly District

521 Legislative Office Building
Albany, New York 12248
(518) 455-5565
FAX (518) 455-5710

Minority Conference Secretary
Administrative Regulations
Review Commission

COMMITTEES
Rules
Banks
Cities

April 23, 1990

Dear Mike:

It has recently been brought to my attention that testimony for federal funding for construction of the Exit 26 Bridge will be included as part of the hearing record for the House Appropriations Subcommittee on Transportation this week.

Accordingly, I would like to add my words of recommendation and support. As I have stated in the past, the construction of the Exit 26 Bridge is vital to the entire region as it will bring enormous benefits to the community and surrounding areas. The plan, which calls for construction of the span over the Mohawk River connecting Routes 5 and 5S, I-890 and the Thruway at Exit 26, will certainly spur the economic growth of the region. The access that it will provide to western Schenectady County will accomodate new development, as well as enhance access to points in Montgomery and Fulton County.

Other benefits include:

- relieving congestion on Routes 5 and 5S;
- relieving off-ramp congestion at Exit 25;
- improving Thruway traffic west of the Village of Scotia; and
- reducing the traffic flow over existing Mohawk River Bridges.

The State has already committed $5 million for preliminary engineering and pre-construction work on the Bridge. When the 1988 Transportation Bond Act was approved in 1988, the voters of our region anticipated continuation of this important project. You may remember that work on this bridge was interrupted in the early 1970's because of inadequate funding.

DISTRICT OFFICE: 100 West Main Street, Johnstown, New York 12095
(518) 762-4508, FAX (518) 762-1913

Any assistance you may be able to provide would be most sincerely appreciated.

Best wishes.

Sincerely,

Glenn H. Harris

GLENN H. HARRIS

The Honorable Michael McNulty
1431 Longworth Office Building
Washington, DC 20515

WESTLER ASSOCIATES, INC.
PUBLIC RELATIONS
LAND DEVELOPMENT CONSULTANTS

April 19, 1990

Honorable Michael R. McNulty
U.S. House of Representatives
1431 Longworth House Office Building
Washington, DC 20515

Dear Congressman McNulty;

The Exit 26 Bridge, as you know, is vital to the Mohawk Valley Region. Peg Lassiter, Vice-President of the Schenectady Chamber of Commerce is providing you with testimony which synopsizes the Technical Memoranda prepared for the DOT by Clough Harbour & Associates and the Economic Impact Statement prepared by Linda Teague & Associates of Rochester, New York. I am enclosing a very brief outline of the history of the Bridge prior to the Chamber involvement and reason for the choice of methodology in the solicitation of post cards.

Very truly yours,

Bea

Beatrice J. Westwater
President

BJW/mkm
enclosure

P.O. BOX 588 BROOKFIELD CENTER, CT 06804 PHONE (203) 775-4566

WESTLER ASSOCIATES, INC.
PUBLIC RELATIONS
LAND DEVELOPMENT CONSULTANTS

A BRIEF SUMMARY OF THE EXIT 26 BRIDGE

Late in 1985 I was made aware of the efforts of Assemblyman Paul Tonko, who had secured funding to study the feasibility of Exit 26 Bridge. This highway project had remained dormant for about 15 years and on the surface appeared to have little local interest.

After attending a Technical Advisory group meeting it became apparent that a number of local businesses were, indeed, interested in seeing this project through. They were a highly diverse group, each with its own agenda. I also became aware that the study process was taking much longer than anticipated. During the course of the next few months, letters were written to town supervisors and mayors in an attempt to ascertain their position on the Bridge. They were all most supportive, yet still there was no organization to spear-head a drive for the Bridge.

The Schenectady County Economic Development Corporation was extremely supportive but understaffed as was the Chamber of Commerce. For about one year a loosely connected group of business men and women monitored the study process. Finally in 1987 Peg Lassiter was hired by the Chamber and was introduced to me at an Advisory Committee meeting. With Chamber involvement came the solidification of the support group.

Ms. Lassiter and myself decided to further investigate local support. We wanted the support to be spontaneous so we opted to locate displays in a limited number of store fronts and business establishments throughout Schenectady and Montgomery Counties. The displays contained pouches for blank and completed post cards. We also printed a mailing address on the cards should a respondent wish to mail them. More than three quarters of our respondents chose that option. Of the 5,000 plus who chose to comment on the Bridge only 3 did so negatively. This, I feel is significant. My business specializes in community relations for developers and seldom do I see spontaneous support. I always see spontaneous opposition. It is evident that this project is wanted by the community.

The Exit 26 Bridge is necessary to solve a transportation problem, particulary in the village of Scotia, as well as to stimulate economic development. In anticipation of the Bridge 20 years ago, many warehousing and office facilities in the region were located proximate to the river crossing and are lacking access.

P.O. BOX 588 BROOKFIELD CENTER, CT 06804 PHONE: (203) 775-4566

TUESDAY, APRIL 24, 1990.

FEDERAL AVIATION ADMINISTRATION

WITNESS

DR. JAMES E. TURNER, PRESIDENT, AVIATION EDUCATION SYSTEMS, INC.

Mr. LEHMAN. Mr. Mrazek, do you want to introduce the next witness?

Mr. MRAZEK. I have the pleasure of introducing Dr. James E. Turner, who is the president of the Aviation Education System, Incorporated Company. I thought it would be useful for Dr. Turner to make a presentation to this Subcommittee on the blueprint that he has for training future air traffic controllers. We've had some serious concerns about the quality of our air traffic control system through the years, and particularly in recent years. Dr. Turner has an academic career in education psychology. He spent 20 years with the FAA and this is a program that I think deserves some serious consideration from this Subcommittee. Dr. Turner.

Mr. LEHMAN. You may proceed Dr. Turner.

Dr. TURNER. Thank you, Mr. Chairman and distinguished members of the Subcommittee. I welcome the opportunity to appear before you today to hear testimony regarding the budget considerations for the Federal Aviation Administration. As Congressman Mrazek mentioned, my background extends as an aviation education psychologist, 20 years in air traffic and I wrote the book entitled Air Traffic Controller which today is used in the business of hiring and recruiting and screening air traffic controllers.

The background has taken me into educational psychology with regards to technical methodology for learning in high stress and high technical environments. The back ground causes me to have high personal professional interests in the recruitment, screening and subsequent training of air traffic controllers. Unlike other professions, I know of no other institution and the attendant's training requirement can no longer go on hold. Cannot cancel the action, or cannot set a final time line for completion. Cannot take a chance on safety and the efficiency of the operation of the American public at large.

So, in my view we must commend the FAA and it's employees for over a half of century of effort and progress which has resulted in the safest and most efficient and best air traffic control system in the world.

In order for us to grasp the situation, let me cite more of the informative elements of the present air traffic control program. As is commonly known, newly recruited students go first to the FAA academy located in Oklahoma City. Key evaluation criteria, all of which is derived from either FAA reports GAO reports or Congressional or other governmental agencies portray the following results. Fifty six percent of air traffic control candidates fail or withdraw prior to full performance level status. That's 56 percent. One out of every 100 applicants makes it to the FPL level. The average cost of an applicant training at the FAA academy in Oklahoma is $33,000 per controller. The projected loss of training or funds for

1991 because of student failure and transfer is estimated at $58 million.

The unparalleled success of the level of enjoying safety in the United State Air Traffic Control System and the FAA's capability to handle the geometric growth of air traffic has substantially. Excuse me. Substantially the present workload will continue at a tremendous cost in both dollar and human resources. Although the FAA has maximized the advantage of new technology in the field of new equipment, new subsystem and the examining of new procedures, it appears, however, that the FAA has not matched industry, academia, or business and other institutions in the element of human sciences.

This is particularly true in the regard to the psychology of learning. For many years, employees of IBM joked that those initials stood for I've Been Moved. IBM learned some two decades ago that the ideal way to train it's employees was by setting up regional training centers. The dominant science in today's world of those of sociology and economics both are far better served by regional training strategies.

We want young talented people in the Air Traffic Control System of the future. The learning processes are directly proportioned to the inter and personal comfort of a person he had in the learning environment. Young people, particularly females need the security of common culture, social and family environment. These given reinforcements which would allow them to be mentally at ease as they learn. An initial cultural shock is induced by sending them hundreds of miles away from home. Regional training centers offer the sensitivity of security that will attack the blue chips of today's future.

Students would be recruited from specific regions and told that they would receive their initial screening instruction and even their first job assignments in their general regions. This means to them and their families that for the first few years they would have the comfort of knowing that they are going to be near home or within rather easy visitation distance.

Recognition of their personal needs start them out with the feeling that their employer, caring about them, and values them as individuals. This feeling of caring yields a healthy professional perspective and self-image. This increase in personal pride and their profession will bring the greatest credibility to their efforts and professional standing as career controllers.

For a candidate to be accepted in a regional training center as part of the impartial recruiting program they would undergo a psychological interview. We have developed a process to select out those who most likely will fail the course. Once accepted, the successful candidate will enter as part of a class exactly as is done today in Oklahoma. The regional training center would use the same manuals, lesson plans and training equipment and instructors qualified that are currently used at the academy. Maintaining classes at smaller size would allow for personalized instruction, thereby assuring that each candidate is given the maximum opportunity to succeed.

Educators learned over a century ago that smaller classes resulted in more individual instruction benefit that yields higher quality output. Where to locate the first regional training center? It seems that for the first 25 years, we have had a difficult time in staffing facilities in the New York area. New York, has, of course, been and still is, by far the most difficult even with the special allowances made for moving and pay incentive programs. By every method of measurement, that I know, I think that the first regional training center should be located and established on Long Island.

You must begin to cure the problem from the fundamental level. The initial pilot regional training center will be instrumental in developing the procedures, methodology and serve as a sexton for mapping out the future to assure for an easy transition to follow in other critical area.

Within just a year or so, we would start to have in place a national method for both solving the total and specific area staffing problems. And, social discord and cultural shock, thus yielding substantial savings that might be used for maintaining well-trained employees with increased salaries and benefits.

We can first have the first regional training center fully functional within 90 days of funding approval. We believe that we can recruit, screen, select and temporarily hire the students as a contract service provided to the FAA. Initial training would be eight weeks. Costs would be approximately 50 percent of what it currently costs the FAA to the tune of about $15,000 per student. We respectfully request initial funding of $4 million. This amount will prepare 267 students for air traffic controllers. There will be 12 students per class, with two classes per eight weeks, thus resulting in a one year pilot program.

Furthermore, we can offer training for TRACOM centers and tower options at similar savings. The student must bear the responsibility and the cost of training to appreciate the value of it. We believe like most all other career options, the student should bear the cost and responsibility of his or her professional training. This gives the student air traffic controller the added incentive to graduate and to stay in the FAA. We suggested the student loan be forgiven after several years of satisfactory performance. Such a far sighted program would provide incentive to participate, incentive to stay employed and incentive to increase one's professional self-image and result in a drastic reduction in failures, drop outs, and direct cost to the Federal Government.

How, the FAA and public benefits from the plan. The program outlined herein, if accepted, offer the FAA a dramatic new method of training air traffic controllers. Include courses in stress detoxification and assertiveness training as well as appropriate courses. These courses will make the career more palatable, acceptable and substantial.

This proposal directly responds to the Congress' demand for an air traffic control system enhancement and improvement. Further, this program will be directly responsive to the administrator's objective of reducing the size and cost to government by specifically addressing the OMB objective of shifting unneeded government functions to the private sector. This program must be responsive to the key geographical areas of need. Allotting a portion of the class from Oklahoma City so as to constantly check for standardization. By implementing this far-sighted plan of action, we can maintain equal and improved training techniques, controller quality and generally a very significant cost reduction to the American tax payer. Mr. Chairman.

Mr. **Lehman**. That's quite an innovative program and as you said, it give us something to think about. Mr. Coughlin?

Mr. **Coughlin**. Thank you, Mr. Chairman. You are saying that you provide eight weeks of training.

Dr. **Turner**. Yes, sir.

Mr. **Coughlin**. For $15,000.

Dr. **Turner**. Yes, sir. The cost would be to the student.

Mr. **Coughlin**. That's about a cost of a year of college or nine months of college.

Dr. **Turner**. Well, right now, the FAA outlays approximately $55,000 for a student to go through their Oklahoma program. And whether he passes or fails, that is a tax dollar that they outlay.

Mr. **Coughlin**. You said it was $30,000.

Dr. **Turner**. It depends on what level the FAA will call cutoff. I mean, they can take that cost all the way up until it becomes a full performance level controller, which is a GS-14 at their standard facility.

Mr. **Coughlin**. I mean, the eight weeks they spend at the facility, does that cost $30,000?

Dr. **Turner**. Approximately $30,000, yes, sir.

Mr. **Coughlin**. What does that include?

Dr. **Turner**. It gives them a screening program, it gives them all the basics. The FAA's academy in Oklahoma really is a screening process more than a learning process.

Mr. **Coughlin**. Doesn't that include their pay as well?

Dr. **Turner**. Yes, sir. Including their pay as well.

Mr. **Coughlin**. And you would not be paying them?

Dr. **Turner**. That's correct, sir.

Mr. **Coughlin**. So, if you add their pay to the $15,000 that you would be charging them——

Dr. **Turner**. They are not going to be paid sir, by us. They are going to be paying the cost of attending the school.

Mr. **Coughlin**. They pay you the $15,000?

Dr. **Turner**. Yes, sir, they are going to pay for the education program. In other words, what we are saying here, in effect, is instead of the—in all aspects of training, such as being a pilot, the pilot pays to learn how to be a pilot. And then he goes to get a job at an airline. In the government, we pay to build air traffic controllers, whether they make it or not. We're saying that the cost of learning to become an air traffic controller, for a job that pays $85,000 a year with a high school diploma, the cost should be on the individual.

Mr. **Coughlin**. And, you're saying that you think you can get applicants to pay $15,000 for an eight-week course?

Dr. **Turner**. What we do, what we're looking for is that particular money is to be funded for them to borrow from that fund. To be able to utilize that money for us to be able to increase the amount of schools that we need to acquire. But, as it is right now, sir, we do 75 seminars across the country a month, and in any one given month we see anywhere between 12 to 16,000 applicants for the job. There are an awful lot of people who want the job. It's just that the FAA academy cannot handle the volume of people coming into the schools. And as recently as last month, they've just reduced their instructors by 90 some odd.

Mr. COUGHLIN. Thank you, Mr. Chairman.

Mr. LEHMAN. Thank you. Mr. Mrazek.

[The prepared statement of Dr. Turner follows:]

TESTIMONY OF DR. JAMES E. TURNER
CHAIRMAN, AVIATION EDUCATION SYSTEMS, INC.
APRIL 24, 1990
BEFORE THE SUB-COMMITTEE ON TRANSPORTATION APPROPRIATIONS
OF THE COMMITTEE ON APPROPRIATIONS
HOUSE OF REPRESENTATIVES, U.S. CONGRESS

Mr. Chairman and distinguished members of the Sub-Committee, I welcome the opportunity to appear before you today as you hear testimony regarding budget considerations for the Federal Aviation Administration. My background has been nearly twenty years as an F.A.A. Air Traffic Controller, with an emphasis on Educational Psychology and Technical Methodology for learning in high stress and high technology environments. Obviously, that background causes me to have a high personal and professional interest in the recruitment, selection, screening and subsequent training of Air Traffic Controllers. I have chosen to discuss the subject in three distinct phases.

Phase I, I wish to briefly review the existing relationships between Air Traffic Control Training Programs and their environment compared to others.

Phase II, I will do a comparative analysis of the present system as a historical base including the development of commercial business and industry approaches in comparison to the economics of the present system.

Phase III, I will outline recommendations for the advancement of the training methodology, techniques and define the reasoning thereto.

Today's F.A.A. Air Traffic Controller Training Program has literally become a victim of its own success. In today's media charged environment, and 15 second (soundbite) television reporting, only negatives or sensationalism seem worthy of media attention. The facts are however, that for over half a century the F.A.A. and it's predecessor the C.A.A. of the Department of Commerce, had the foresight and vision to comprehend the need to establish organized programs for the training of people. With painful trial and error they have developed a methodology to fulfill that end, specifically in this case I am addressing, Air Traffic Controllers. The emphasis from the very beginning, and quite properly I might add, has been to overlay all training and practical applications of the job by emphasizing the importance of safety first. That one simple yet singly most important central thrust remains constant today, of course, and now must be surrounded and nourished by the evergrowing pool of new technology. Historically, innovative methods and syllabus content have been created to access new advancements. This has historically been the case with most fields of science affecting the F.A.A., but as I will demonstrate later, not all and not equal.

The Department of Defense recruits soldiers, trains them, purchases armament, and even retires soldiers for a war they hope they never fight. N.A.S.A., similarly, methodically plans the launch of an Apollo Rocket or Shuttle, however if something is even suspected to be wrong, they have the option of putting the countdown on "hold" for as long as necessary to assure safety; another launch window will surely become available. Even a prize fighter may step into the ring and if he or his trainer so choose can throw in the towel and end the fight. My point is to the best of my recollection I know of no other institution, and attendant training requirement that cannot go on "hold", cannot "cancel the action", cannot set a final time line for completion, and, cannot take a chance on safety and the efficiency of the operation for the American public at large. So in my view, we must commend the F.A.A. and its employees for over half a century of effort and progress which has resulted in the safest, most efficient and best Air Traffic Control System in the World.

In order for us to grasp the situation, let me cite some of the more informative elements of the present Air Traffic Controllers' program. As is commonly known, newly recruited students go first to the F.A.A. Academy in Oklahoma City, Oklahoma. Key evaluation criteria, all of which are derived from either F.A.A. reports, G.A.O. reports, Congressional or other governmental agencies, portray the following results:

1) 56% of Air Traffic Control Candidates fail or withdraw prior to reaching Full Performance Level Status (F.P.L.).
2) One out of every 100 applicants make it to F.P.L. Status.

3) Academy wash out rate is 41.6% or greater (31.2% failure and 10.48% withdrawal).

4) It costs $35,895 to successfully train a terminal applicant at the academy (expressed in DIRECT costs, indirect costs are not included).

5) It costs $30,007 to successfully train an enroute applicant at the academy.

6) The average cost of applicant training at the academy is approximately $33,000 per controller.

7) It costs $71,304 to provide On the job training (O.J.T.) to a terminal applicant.

8) It costs $155,000 to provide O.J.T. to an enroute applicant, the average cost of O.J.T. is $113,503.

9) The total cost to train a terminal applicant is $107,199 and the total cost to train an enroute applicant is $185,709.

Presently, the F.A.A. plans to achieve the goal of a Controller Work Force of 17,495 F.P.L.'s for the year of 1991. This will include the hiring of 2,400 new controllers. These will replace those lost in training, retirements, attrition and promotion. Keeping in mind that only 58% will graduate from the academy, i.e. 1,392, this means that the 1,008 that failed to make it will have cost $33,254,000 just to get the other through the screening process. Experience shows that another 16% or 223 of the applicants who are left will not make it through the On The Job Training Program nor gain Full Performance Level Status. This can, depending on where the applicants fail and leave the system, reflect an additional $25,311,169 as training losses. The combination of these two indicate a combined loss of training funds for the 2,400 recruited in 1991 to total $58,578,169. Furthermore, the G.A.O. has noted that in one finite period 142 partially trained candidates either will switch options or transfer to a lower density facility; thereby reducing the final number of F.P.L. controllers. One would expect this would cost an additional three to four million dollars. Equally, it would be facetious to even suggest that all of these funds could be saved; even the best possible system will have losses. Our constant goal should be to reduce that loss to a minimum while turning out an equal or better product.

The unparalleled success of the level of safety enjoyed by the United States Air Traffic Control System, and F.A.A.'s capability to handle the geometric growth of Air Traffic, has substantiated that the present systems will work, but at a tremendous cost, in both dollars and human resources. Although the F.A.A. has maximized the advantage of new technology in the fielding of new equipment, techniques, sub-systems, and the examining of new procedures it appears that the F.A.A. has not matched industry, academia, business and other institutions in some elements of the human sciences. This is particularly true in regards to the psychology of learning. Environmental impact on human internal security and "how to select out before you select in"; a method of interview used in examining the persons psychological profile before they are brought into the program is an integral part of the process. The following comparisons illustrate my point.

Since the beginning of industry, historically up to 25 or 30 years ago if one wanted to initiate a career in the auto industry one had to go to Detroit. If one wished to buy a car at factory delivered price, one also had to go to Detroit. This existed even up through the 1950's. If one wanted to go to a State University one went to that campus. If one wanted to find employment in a particular field that person had to seek employment where that job existed. Both industrial psychologists and industrial labor relation scholars and executives have realized that a system like that simply could not survive. Massive change has subtly occurred as a result, and today forward looking institutions clearly have accepted it in most situations. We can, no longer satisfactorily bring the person to the job, we must when able, take the job to the person. Tens of thousands of jobs have now been moved even into the workers home, even with computers and data processing formulation. Such cottage industry is giving American industry a competitive edge over other countries. Pundits may remark that I am suggesting that Air Traffic Controllers sit at home or move to a retirement area rather than going to where the job is. Obviously I am not, but just for the record two separate experiments conducted by the F.A.A. in 1983 clearly showed that the Controller could live ANYWHERE, and safely, successfully and efficiently conduct the Air Traffic Control function hundreds of miles away, just as if he were there. After all, when you are looking at a radar and information display screen it is all coming in via communication lines and they can be 1 mile, 100 miles, or even 1,000 miles away from the original source, without changing the information presented one iota. But, that, is not the issue. Today your car may be made in Atlanta, Massachusetts, Tarrytown, Kansas City, Richardson, TX., or Los Angeles, and the list goes on. The jobs were taken to the Work Force! Practically every State University now has multiple campuses located in other segments of the State. Hospitals have branches, banks have branches and practically every segment of today's mobile and technical population has services and employment brought to their general area. Even libraries are now on wheels to serve their public better. This mobile industry is particularly appropriate in training scenarios.

For many years employees of IBM joked that those initials did not stand for International Business Machines, but were really "I've been moved". IBM learned some two decades ago that all employee training could not be done in the Corporate Training Centers in the mountains of Central New York. IBM as well as all other major Corporations have Regional Training Centers all across the country and around the world. Clearly the dominant sciences in today's world are those of sociology and economics. Both, are far better served by Regional Training Strategies. It is now timely to appropriately apply those sciences to the training of Air Traffic Controllers. We want YOUNG, talented people for that job. The learning processes are directly proportional to the inner security and personal comfort a young person has in the learning environment. Young people, particularly females, need the security of common cultural, social, and familial environment. These give them "reinforcement" which allows them to be mentally at ease as they learn. An initial culture shock is induced by sending them hundreds of miles from home to an area and environment quite foreign from that in their home area. Not withstanding that, even though the people and lifestyle in Oklahoma, are directed towards human friendliness and human understanding, there is still an element of trauma associated with being sent far away from home, with little or no visitation periods. For many of them this is their first undertaking and adventure into the unknown away from home. More importantly influential is the assignment, once they have finished the academy. The "cultural shock" in being assigned to a major Metropolitan area, such as the New York City area for some young people from the South, Midwest or West Coast is in itself a breeding ground for dissatisfaction, frustration and anxieties that tend to start young people off with a feeling of negativity towards the profession they have chosen. This tends to yield negative thoughts towards the agency for whom they work and ultimately whom they hold responsible. There is a better way!

My Ph.D. thesis was done on the subject of The Psychology of Learning, specific to Air Traffic Control. I have since made a profession of it, and have built my company around what I and my management team have since learned. Consider the following:

Students would be recruited from a specific region, and told they would receive their initial screening instruction and even their first job assignment in that general region. This means to them, and their family, that for the first few years they have the comfort of knowing they're going to be near home or within rather easy visitation distances. They then approach the job with the knowledge that they can in some cases even live at home, but can easily get home over weekends or holidays to visit their family and friends. In fact they remain in generally the same cultural surroundings and standards in which they were raised. Recognition of their personal needs starts them out with a feeling that their employer cares about them, and values them as individuals. This feeling of caring yields a healthy, professional perspective and self image. Scheduled "visitation days" would allow their parents, friends or family to visit them. This increase in personal pride in their profession brings greater credibility to their efforts and professional standing as career Air Traffic Controllers. For a candidate to be accepted at a Regional Training Center as part and parcel of the recruiting process they would undergo a psychological interview. We have developed a process to "select out" those that most likely will fail the course. Once accepted, the successful candidate would enter as part of a class exactly as it is done today in Oklahoma City. The Regional Training Center would use the same manuals, lesson plan, training equipment and instructor qualifications that is used at the Academy. Maintaining classes at a smaller size we would allow for personalized instruction thereby assuring that each candidate is given the maximum opportunity to succeed. Educators learned over a century ago that smaller classes result in more individual instruction benefit which yield higher quality output.

Upon graduation the student could remain at the same R.T.C., live in the same apartment or similar surroundings, with the same friends and associate with those whom he knew while they entered the Terminal, T.R.A.C.O.N. or Enroute Training Program. Graduates would then be assigned to a facility within a hundred and fifty miles or so of their R.T.C., and spend their first few years there. Then, they could enter the regular "bid" processes for higher ratings as is done in the normal system, if they so wished. Their personal self-confidence and capability would be dramatically enhanced over the present processes by the combination of improved professional self image and an increased comfort level.

I would like now to put the aforementioned within the context of the future. I have tremendous respect for the F.A.A., and what it has accomplished throughout its history. It is an excellent institution. The N.A.S. plan is an outstanding example of applying systems engineering to a total problem application. The present thinking as I understand it for the Capital Investment Program substantiates their forward thinking on how to maximize benefits from the N.A.S. plan. Further yet, I am tremendously heartened by the initial information on their thinking in regards to the use of a National Simulation Laboratory more clearly to define and authenticate a system concept for the next century. That far reaching consideration of a working model is precisely a way such major undertakings as designing the next generation Air Traffic Control Systems are done with both fidelity, output and dramatic cost savings. Such a visionary approach clearly allows the natural and controlled development of the necessary Sub-Systems for smooth product evolution. Clearly the F.A.A. must be commended for its excellence in the development and appropriate application of this technology. What we suggest is the appropriate application of such visionary thinking in regards to the training of the human element of the system. Although none of us has an accurate crystal ball for looking into the future, we may reflect on the works that Gene Roddenbury has produced in his series, "Star Trek". Even though their technical systems are advanced far beyond anything we can now imagine one does notice that these sophisticated systems are still under the control of human beings. It is to that, that I speak. Thus, there is a need in training which goes beyond the urgency of "solving today's problem". This is true in training of technicians, inspectors for aging aircraft, safety specialists, numerous others and specifically Air Traffic Controllers. The F.A.A. has been so busy "doing their job" that in most cases they just have not had time to think ahead to the now definable future. Consider this; in the 36 to 48 months following the August 3, 1981 Controllers Strike some one third of today's active controllers were trained. That was nearly ten years ago. What that really means is that in just ten more years they will all be eligible for retirement! The shortage of trained controllers is not just a problem for the next year or two, it will last for some two decades and will possibly be at a critical peek in the period 2001-2005. That's only 10-15 years. We must now start to properly address the long term problems from today, so that they will never become short term problems.

It seems that for some 25 years, a quarter of a century, we have had difficulty staffing facilities in the New York, Chicago, and Los Angeles areas. Difficulty has also been experienced in the Indianapolis area. New York, has of course, been and still is by far the most difficult, even with the special allowances made for moving-in pay incentive programs. By every method of measurement I think that the first Regional Training Center should be located and established on Long Island. We must begin to cure the problems from the fundamental level! The initial pilot R.T.C. will be instrumental in developing the procedures, methodology, and serve as a sextant for mapping out the future to assure for easy transition to follow in other critical areas. Within just a year or so we would start to have in place a national method for both solving the total and specific area staffing problem, the social discord, the culture shock thus yielding substantial savings that might be used for maintaining well trained employees with increased salary and benefits.

We believe that our Aviation Training Institute Subsidiary can recruit, screen, select, act as a loan agent, and temporarily hire the students as a contract service provided to the F.A.A. A.T.I. would then provide the eight weeks initial training for approximately one half of today's cost or $15,000. We are equally confident we can provide the T.R.A.C.O.N., Tower and Enroute Training at similar cost savings. These students would be held in the category of temporary employees until they graduated from the course, thereby reducing the cost and obligation of the government. Further, we believe that like most all other career options the student should bear the cost and responsibility of his/her professional education. To give the student Air Traffic Controller the incentive to remain in the ranks of the F.A.A., loans from the government like any other student loan, would be made to the student while he/she is in school and be forgiven after certain lengths of tenure; i.e. after five years of service at the F.P.L. Level, 50% of the loan and accrued interest would be forgiven and after ten years at the F.P.L. service the remainder would be forgiven. Such a farsighted program would provide incentive to participate, incentive to stay employed, incentive to increase ones professional self image and bring a drastic reduction in costs to the Federal Government.

The program outlined herein will, if accepted, offer the F.A.A. a dramatic new method for training Air Traffic Controllers, include courses on "stress detoxification", "assertiveness training" and other "appropriate" subjects which will make the job more acceptable and sustainable. This proposal, directly responds to the Congress' demand on Air Traffic Control System enhancement and improvement. Further, this program would be directly responsive to the Administration's objective of reducing the size and cost of government by specifically addressing the Office of Management and Budget (O.M.B.) objective of shifting unneeded government function to the private sector. The program must be responsive to key geographical areas of need, "allotting" a portion of the class from Oklahoma City so as to constantly check for standardization. This will allow us to tailor the R.T.C. to a specific geographic area such as New England, Eastern Seaboard, Southeastern United States, etc. By implementing this farsighted plan of action we can maintain equal or improved training techniques, Controller quality and generate a very significant cost reduction to the American Taxpayer.

Mr. **Mrazek**. Can you inform me of how much time we have left before this vote?

Mr. **Lehman**. What time is the vote, does anybody know?

Mr. **Coughlin**. Six minutes.

Mr. **Lehman**. We have a double problem. Our colleague, Mr. Sharp has some people with him who have a plane to catch. Mr. Mrazek, would you yield to Mr. Sharp?

Mr. **Mrazek**. Yes.

Mr. **Sharp**. Mr. Chairman, I have a few guests with me from Columbus, Indiana who are here to show their strong support for the project which I will speak about a little later. They need to catch a plane, so I appreciate your giving me the opportunity to introduce them now. The group is led by the Mayor of Columbus, Bob Stewart. Mayor Stewart is joined by Deputy Mayor Sherry Stark; Martha Lamkin, President of the Cummins Engine Foundation; Hutch Schumaker, President of the Columbus Planning Commission; and Rich Stenner, Executive Director of Columbus 2000. Thank you for giving them and me the opportunity to appear before the Committee.

[Brief recess.]

Mr. **Lehman**. We will pick up where we stopped.

Mr. Mrazek, you were going to ask a few questions.

Mr. **Mrazek**. Thank you, Mr. Chairman.

Dr. Turner, why do you think it is that you can make the presentation that you can screen and train controllers in eight weeks at a lower cost then the FAA?

Dr. **Turner**. At the present time, the way we have the Regional Training Center set up is that we can find them, recruit them, train them and teach them because we have the talent to do it right now. It's what we do now. We're actually in the process of developing that program. We work at that every day in our company. That's what we do. So we're actually at this present time, doing that. We are training people to become air traffic controllers.

Mr. **Mrazek**. Are you capable of providing the same simulators, computers, various other equipment that the FAA Academy utilizes?

Dr. **Turner**. Yes, sir. At the school in New York we have the same identical course material and state-of-the-art simulation that's presently in place at Oklahoma.

Mr. **Mrazek**. I assume that your teaching staff has to have certain professional credentials.

Dr. **Turner**. Yes, sir. All of our teachers are FAA air traffic controllers, ex-air traffic controllers as far as retirees, and we have individuals out of the Air Force who are senior controllers in the Air Force who are working for us as instructors.

Mr. **Mrazek**. Irrespective of any federal funding source for your program, is there a process by which your students could be certified by the FAA?

Dr. **Turner**. I think basically the Regional Training Center—the concept of having someone come out of a school and go into the FAA's Academy seems to add additional cost and expense to the Government. If the Agency was to allow us a program where they could certify or allow us to be certified in a trial program as the students come out of our school and go directly into the FAA facilities, again, it would show that we can bypass Oklahoma.

Mr. **Mrazek**. Several possible options.

Dr. **Turner**. Yes, sir.

Mr. **Mrazek**. Thank you, Mr. Chairman.

Mr. **DeLay**. Mr. Chairman, I just have a couple of questions. One is, Mr. Turner, your outfit is Education—what's the name of it?

Dr. **Turner**. Aviation Education Systems.

Mr. **DeLay**. Aviation Education Systems. Are you a——

Dr. **Turner**. We're a public company trading on the Exchange.

Mr. **DeLay** [continuing]. For profit company?

Dr. **Turner**. Yes, sir.

Mr. **DeLay**. The other thing is, because of your expertise and knowledge in this field, have you heard of the—and I apologize to the Subcommittee, but it's something I really need to ask you. Are you familiar with the Americans With Disabilities Act that's going through Congress right now?

Dr. **Turner**. No, I'm sorry, sir. I'm not.

Mr. **DeLay**. I would appreciate it if you would look at that Act as it applies to air traffic controllers, particularly in screening processes that are included in that Act. It is my impression, at least what I've seen so far, is that you would not be able to give air traffic controllers psychological type screening in order to hire them because of this Act. I'd like to get your—you don't have to do it now, but if you would look at that Act, you can contact my office and we'll be glad to furnish you with the information and give me your opinion on it.

Dr. **Turner**. Yes, sir. I'd be happy to.

Mr. **DeLay**. Thank you.

Mr. **Lehman**. Thank you very much. And it was very interesting information.

Dr. **Turner**. Thank you very much.

Mr. **Lehman**. At this time, we'd like to have the Chairman of the Public Works and Transportation Authorizing Committee.

Mr. Chairman, you weren't here when your L.A. people were here, but it's never too late for a full Committee Chairman.

Tuesday, April 24, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION

WITNESS

HON. GLENN M. ANDERSON, CHAIRMAN, COMMITTEE ON PUBLIC WORKS AND TRANSPORTATION, AND U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

Mr. **Anderson**. Thank you, Bill. I will be brief. As a matter of fact, I was supposed to have been here when our mayor, Tom Bradley, was here. In my remarks I say some nice things about him that I won't say this time, but I will give you the remarks; I hope you put them in the record because he has been doing a good job. And I'll try to make this as brief as I can, but a couple of those votes that we had to go on I was involved in those over on the floor when I should have been here.

Mr. Chairman, we in Los Angeles County are now at the end of the first decade since the county voters approved a local sales tax measure to help fund a rail rapid transit system. This summer, the first light rail line built with these funds, known as Proposition A funds, will open to the public and will soon be joined by other newly opened rail lines.

These lines will also be built, some entirely without Federal funds, and will connect with a Metrorail line for which we are requesting $185 million today.

Mr. Chairman, in support of this funding request, I would like to stress several fairly important points. First, Los Angeles County voters approved the construction of a rail system of which Metrorail is the central component and they taxed themselves to help pay for it.

More than two-thirds of the system will be built entirely without Federal funds. The funds which you provide in this fiscal year 1991 appropriations bill for Metrorail will be matched at least 50 percent by non-Federal funds, twice what the current law requires.

I recently participated in a signing ceremony for the full funding agreement for Phase II of this project and shared the pride that other participants felt in attending a ceremony inside a partially completed Metro Rail station. And the members of this Subcommittee can contribute to and share in that pride by continuing to support this vitally needed project.

Mr. Chairman, Metro Rail is a good project which merits your ongoing support and I am very appreciative of your past support and I urge you to again earmark the $185 million for Metro Rail in fiscal year 1991. And I thank you.

And that's much shorter than it might have been a while ago. It would have been twice that long, because I did have lots of good things to say about Mayor Tom Bradley.

[The statement of Mr. Anderson follows:]

STATEMENT OF THE
THE HONORABLE GLENN M. ANDERSON
CHAIRMAN
COMMITTEE ON PUBLIC WORKS AND TRANSPORTATION
BEFORE THE
COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON TRANSPORTATION
APRIL 24, 1990

Mr. Chairman, it's a pleasure to appear before you once again in support of the Metro Rail project in Los Angeles County. It's also a pleasure to appear in such distinguished company. Los Angeles Mayor Tom Bradley has consistently provided strong leadership to that great city in its long quest for a non-polluting alternative to the single-occupant automobile.

We in Los Angeles County are now at the end of the first decade since County voters approved a local sales tax measure to help fund a rail rapid transit system. This summer the first light rail line built with these funds, known as Proposition A funds, will open to the public and will soon be joined by other newly opened rail lines. These lines will also be built entirely without Federal funds and will connect with the Metro Rail line for which we are requesting $185 million today.

Mr. Chairman, in support of this funding request, I would like to stress several very important points:

- o Los Angeles County voters approved the construction of a rail system, of which Metro Rail is the central component, and taxed themselves to help pay for it.
- o More than two-thirds of the system will be built entirely without Federal funds.
- o The funds which you provide in this FY 1991 Appropriations bill for Metro Rail will be matched at least fifty percent by non-Federal funds--twice what current law requires.

I recently participated in a signing ceremony for the full-funding agreement for Phase II of this project and shared the pride that other participants felt in attending a ceremony inside a partially completed Metro Rail station.

The members of this Subcommittee can contribute to, and share in, that pride by continuing to support this vitally needed project.

Mr. Chairman, Metro Rail is a good project which merits your ongoing support. I am very appreciative of your past support and I urge you to earmark $185 million for Metro Rail in FY 1991. Thank you.

SOUTHERN CALIFORNIA RAPID TRANSIT DISTRICT

STATEMENT CONCERNING TRANSPORTATION APPROPRIATIONS FOR 1991

BEFORE THE

SUBCOMMITTEE ON TRANSPORTATION OF

THE HOUSE APPROPRIATIONS COMMITTEE

April 24, 1990

The Southern California Rapid Transit District (SCRTD), the largest public transit system in the state and one of the largest in the nation, strongly urges that funding for Section 9 Operating Assistance be continued in the proposed 1991 Federal Transportation Appropriations Bill.

The proposed elimination of Section 9 Operating Assistance for metropolitan areas with populations over one million would result in a 7 percent or a $ 41 million dollar reduction in SCRTD's operating revenue. Since there are no state or local funds available to replace this loss of federal funds, this reduction translates into either a 10% reduction in service on a system that is already overcrowded, or a 23% increase in fares, which could raise the current $1.10 base fare by as much as 25 cents.

A loss of these revenues would seriously impact the District's ability to maintain current service levels, which are already strained because of increased demands placed on the system by Regional Air Quality Control Board (SCAQMD) mandates. These demands include an increase in the regional mode split from 9% to 25% by 2010. In order to avoid federal sanctions, additional demands will be placed on public transit to comply with the proposed provisions of the Clean Air Act.

Public transit will be a vital component in Southern California's and the nation's efforts to improve air quality, mobility and economic vitality. Therefore, it is imperative that, at a minimum, current federal subsidies are maintained or increased to meet the growing challenges placed on our environment.

Mr. **Lehman**. Thank you, Mr. Chairman. Mr. Coughlin?

Mr. **Coughlin**. Thank you, Mr. Chairman. We appreciate your appearance here and taking your time to come before the committee. Thank you.

Mr. **Anderson**. Thank you very much.

Mr. **Lehman**. Mr. Sabo.

Mr. **Sabo**. No questions.

Mr. **Lehman**. Mr. DeLay.

Mr. **DeLay**. No questions, Mr. Chairman.

Mr. **Lehman**. Thank you, Glenn.

Mr. **Anderson**. Thank you, Bill.

Mr. **Lehman**. We were halfway through Phil Sharp, so we'll take him back.

TUESDAY, APRIL 24, 1990.

FEDERAL HIGHWAY ADMINISTRATION

WITNESS

HON. PHILIP R. SHARP, U.S. REPRESENTATIVE FROM THE STATE OF INDIANA

Mr. **Sharp**. Thank you very much, Mr. Chairman. I'll try to follow Chairman Anderson's precedent. You have testimony and we'll provide further documentation to you, your staff and to individual Members of the Committee.

What we are requesting is for a highway demonstration project. We need to work further with the Authorization Committee first, of course, as is the appropriate way to do that.

I just want to very quickly articulate about the project. The City of Columbus, which serves a considerable area of Indiana in terms of surrounding area and in terms of transportation health needs, industry needs and what not, has a particular problem with the interchange with I-65. The way the original design was done has created some problems in terms of development; clearly in terms of safety. And the community has gone through an enormous planning process which really is a model for the rest of the country, especially communities of the 35,000 size that this community is, where it has enormous private investment as well as public investment and they have a $50 million project underway. Part of that is $18 million on highways, on its entrance from the interstate.

The State of Indiana is putting up $11 million and so what we're talking about is a small portion of the total which is related to the Federal involvement to the interest system.

I think it does have ramifications beyond just their local needs. This community has set the way in terms of planning for 35 years. It's set the way in terms of unique design of buildings and even of highway construction. Indeed, private and public funds are going to have a world class architect design a bridge that will go into the community.

But that's not what we're here about. What I want to indicate to you is that two things that I believe this is a national demonstration project. One is the fact that it is going to take a very creative design as to how to get off of this interstate into a conventio center and to some economic development that I think will be relevant to others. The second is because this community has private resources that it continually puts up to provide more aesthetic and long-term planning, it will supplement the Federal dollar and the state dollar in ways that will, I think, give designs that will be of use to people other places.

You may know that Columbus has more buildings built by world class architects than any other community in the country, barring three extremely large ones. It's a very unusual community and we have the people here to help indicate their support.

With that, Mr. Chairman, I will try to provide you publicly and privately more explicit information and better data on exactly what kind of dollars we're talking about. But I hope you'll see compared to many of the requests you get, it will be a much more request.

[The prepared statement of Mr. Sharp follows:]

PHIL SHARP
2D DISTRICT, INDIANA

[illegible]

Congreſs of the United States
House of Representatives
Washington, DC 20515

STATEMENT OF THE HONORABLE PHIL SHARP

THE HOUSE APPROPRIATIONS

SUBCOMMITTEE ON TRANSPORTATION

APRIL 24, 1990

Mr. Chairman, Mr. Coughlin, Members of the Subcommittee, I appreciate the opportunity to appear before you today to seek your help with two important highway projects in East Central Indiana. Both projects have widespread public support and have been identified as priorities by the state. At this time, however, I believe the safety risks of State Road 46 in Columbus, Indiana and the economic opportunities that would accrue from widening State Road 67 in Muncie, Indiana deserve immediate attention. I also have approached the authorizing committee about these projects.

I am joined in my presentation by the Mayor of Columbus, Bob Stewart, and the Deputy Mayor, Sherry Stark.

With your permission, I would like to submit a statement for the record and summarize it briefly.

First, about Columbus: There is a cooperative spirit in Columbus between citizens, officials, and business that fosters a large amount of civic pride. Columbus is a city of 32,000 and the home of Cummins Engine Company and Arvin Industries, two Fortune 500 companies. These corporations have worked with the community to make Columbus a city known for its architecture. The city has more modern-style buildings designed by world famous architects than all but three other cities in the United States. It is on this strong foundation that improving the safety and accessibility of State Road 46 would begin.

Prior to the construction of Interstate 65, access to the City of Columbus was primarily by a state highway running north and south through the center of town. When I-65 and the Columbus exits were completed, however, this whole orientation changed. Today, much of the traffic coming into the city takes the I-65 exit onto State Road 46, just to the west of downtown, and travels into the city on a corridor running east and west. A new "front door," so to speak, has been created for Columbus.

The project would address the increased traffic and safety problems that have accompanied the growth of the S.R. 46 corridor and would act as a "demonstration" for the rest of the country on ways to create aesthetically pleasing and technically advanced traffic techniques for an entrance corridor. The immediacy of our need is based on the lives that already have been lost as a result of the increased traffic and development on the corridor. The state government has demonstrated support by appropriating $2.5 million so far for part of the project, and a great deal of the overall costs will be raised locally. We are requesting federal funds to begin work on those parts which would be the components for which the federal government would be responsible.

Muncie, a city of 80,000 people, home of Ball State University and medium to heavy size industry, concentrated in auto parts on the south side of the city, is connected to Interstate 69 by State Road 67. With S.R. 67 providing only two lane access into Muncie's industrial area, the community's growth has been hampered by slow, dense truck traffic. also, since the segment that would be widened connects the interstate with a 4 lane divided by-pass completed more than a generation ago, this project offers dramatic economic development opportunities throughout East Central Indiana. I have encouraged interested citizens from Muncie to let the State Department of Transportation know how important widening of S.R. 67 is to the community. Last year, I held a meeting of state transportation officials, local government, civic and business leaders to help get the project off the ground after years of discussion and little specific progress. The new state administration in Indiana has been very cooperative by adding the project to the Highway Improvement Plan; however, it does not seem at this time that there will be funds available for the project until much later in the decade. I do not believe the volume of traffic between the south side of Muncie and the Interstate can wait.

In order to improve the access to and from our interstate highway system, I respectfully request from the program's discretionary funds, $2,500,000 for the planning and engineering of a gateway demonstration project in Columbus, Indiana and $1,400,000 for location and environmental studies and design work for the expansion of S.R. 67 in Muncie, Indiana for fiscal year 1991.

Again, I appreciate your taking time to hear my statement and look forward to working with the subcommittee on this issue.

Mr. **Lehman**. What is the total cost?

Mr. **Sharp**. The total project, if you count construction as well as the planning, is in the neighborhood of $7 million.

Mr. **Lehman**. For both of them or each one? You have two projects, don't you

Mr. **Sharp**. That's right. The other one is a total of $18 million for its total size, but the planning is $1.2 million.

Mr. **Lehman**. You know the process.

Mr. **Anderson**. Absolutely, sir. And we're going to follow that process.

Mr. **Lehman**. Mr. Coughlin?

Mr. **Coughlin**. Thank you, Mr. Chairman. As I've said to others, the Indiana delegation on a bipartisan basis has a lot to say about all things here in the House. We'll need your support with the Budget Committee so we get an adequate allocation so can do some of those things that we're being requested to do here. We'll need help when our bill comes to the floor to get it through without being torn apart. We'll need help in another field, probably in terms of some of the revenues that the Administration has requested in the aviation area, which then gives us money in other areas to deal with some of these other problems.

Mr. **Sharp**. I appreciate the gentleman's remarks, and certainly can find a lot of enthusiasm to be of help.

Mr. **Coughlin**. Thank you.

Mr. **Lehman**. Mr. Sabo.

Mr. **Sabo**. No questions.

Mr. **Lehman**. Mr. DeLay.

Mr. **DeLay**. No questions.

Mr. **Lehman**. Thank you, Phil. All right. The Honorable Jill Long and her entourage. You may proceed.

Tuesday, April 24, 1990.

FEDERAL AVIATION ADMINISTRATION, BAER FIELD AIRPORT

WITNESSES

HON. JILL LONG, U.S. REPRESENTATIVE FROM THE STATE OF INDIANA

MAYOR PAUL HELMKE, OF FORT WAYNE, IN

COUNCILMAN CHARLES REDD, OF FORT WAYNE CITY COUNCIL

COMMISSIONER JACK WORTHMAN, OF ALLEN COUNTY, IN

Ms. **Long**. Chairman Lehman and Mr. Coughlin and members of the Subcommittee, thank you for this opportunity to testify on Baer Field Airport today.

In the interests of time, and I want to be sure that the others on this panel have an opportunity to present a few of their views, I ask that my entire testimony be inserted in the record, along with a summary of the Baer Field master plan and a copy of a letter that the four of us are sending to Secretary Skinner today asking for his assistance with discretionary funds.

With that, Mr. Chairman, I will turn it over to our Fort Wayne Mayor, Paul Helmke.

Mr. **Helmke**. Good afternoon. My name is Paul Helmke. I am Mayor of the City of Fort Wayne. We are a city of about 180,000. We're the largest city in the 4th Congressional District in Indiana and we're represented by Congresswoman Long.

We have an airport by the name of Baer Field that services approximately 17 counties in northeast Indiana as well as northwest Ohio. It's got 2000 acres, 45 buildings, 3 paved runways, associated taxiways; we've got 10 air carriers, 3 freight and cargo carriers and we need help.

We were built right before the start of World War II, approximately 50 years old. We've had a lot of growth in our airport. Between 1988 and 1989, we've had a 5.7 percent increase in the number of enplanings and deplanings; we've had a 17 percent increase in the amount of mail that we're carrying; we've had a 10 percent increase in the amount of freight express that we're carrying; we had a 25 percent increase in the amount of international cargo that we're carrying. We've been getting money locally as well as from our state to make repairs to our airport but we need help from the Federal Government.

Last year, Congresswoman Long and our City Council President, Charles Redd, were here and talked to the Committee. I mentioned the importance of this airport to our community. We were able to get on a priority funding list for the first time. At this time, we need money for our improvements, mainly for our taxiway improvements. At this time, we're asking for $7.2 million on the priority funding list; at a 90 percent payment by the Federal Government, that would be $6.5 million.

We serve a large area, 500,000 people. We've had a lot of growth. Our community knows how important this is. In fact, I've been conducting public hearings over the past few weeks, having people from the community talk about who benefits from the airport, what the airport needs and who should be paying for it. People know how important it is to us, it's part of our lifeline.

We've been sending a lot of money to the Federal Government in terms of the people that enplane. We fully support getting passenger facility charges that would make it easier than going after money from the Trust Fund or from this priority funding list. But at this stage, we do request the funding.

As I mentioned last year, our district used to be represented by Dan Quayle. We'd like to see him come back to town a little more often. That's where he flies into when he goes home to see his parents. We want him to come back a little more often. We need all the help we can get.

Thank you for having us here. Last year, I mentioned Dan Quayle—some people want him to come back more often, I know. But we do want him to be safe when he comes.

Mr. **Lehman**. Ms. Long.

Ms. **Long**. Thank you. It's also a privilege to have with us today City Council President of Forth Wayne, the Honorable Charles Redd.

Mr. **Redd**. Thank you Congresswoman Long. And to you, Mr. Chairman, it's good seeing you again. To the other members of the committee, I wish to express my appreciation for having the opportunity to support the comments made by our Congresswoman, Jill Long, and by our Mayor, Mr. Paul Helmke.

Our request, of course, is to obtain adequate Federal funding to make the needed repairs to Baer Field, which serves the citizens of northeast Indiana and northwest Ohio. Since last appearing before you, several things have taken place.

The efforts of Congresswoman Long and Senator Coats made it possible to receive some advance payments which would cover most of the critical repairs. Baer Field was inspected by the Honorable Congressman William Gray last year at a time when the weather was just absolutely terrible, and finally the Airport Authority has been informed by American Airlines that it is discontinuing service. They have joined other major carriers who have either limited their flights, changed the type of aircraft used or decided that they could not provide service until major, underscored major, improvements are made.

It is my understanding that the Secretary of Transportation has included in recent statements some changes in the Federal Government's policy regarding airports, including the possibility of increasing user fees to offset the costs of making repairs to runways, tarmacs and ramps.

While I'm somewhat certain that the Airport Authority is willing to do this, people who use the airlines, the citizens, may become more reluctant to use this vehicle of transportation. The impediments, of course, will include increased fares, fewer flights, longer layovers and perhaps other barriers to cost efficient travel.

The current situation at Fort Wayne is somewhat perplexing. Greyhound is on strike, AMTRAK service to Fort Wayne will be discontinued July 1, American Airlines is pulling out, USAir no longer will use 737s and we cannot receive annual payments for repairs for at least three years in the future.

Our concern is that the people who live in northeast Indiana and the Buckeyes from the state of Ohio may not have the financial wherewithal to go it alone. What we're hoping is that people will not forget us, particularly members of this particular committee and the entire Congress of the United States. We want to assure you that we're not quite ready to turn the lights out.

Mr. LEHMAN. Commissioner.

Mr. WORTHMAN. Thank you, Chairman Lehman and members. Thank you for the opportunity that we can speak to you today.

Baer Field is facing a critical time as far as its operation is concerned. Over the next two years, we are looking at reconstructing a major taxiway and adjoining ramp, both of which are in bad shape. The estimated costs of these two projects are as high as $8 million. However, our Airport Authority has only about $3 million of Federal aid entitlement funds available for these two projects.

One-half of the 1991 entitlement funds had to be committed for the reconstruction of another taxiway scheduled for this year. We are now seeing the effects of crumbling pavement on the airport runways and taxiways. Several airlines have switched from 737s to smaller aircraft out of fear of sucking in pieces of concrete into their engines. This means fewer seats are available for persons departing or coming to Fort Wayne.

Barring Congressional action on either spending down our vacation trust funds or allowing local communities to implement passenger facility charges, we need for Baer Field to remain on the priority funding list. This is not a local airfield. It's not Fort Wayne only. It serves northeastern Indiana, western Ohio and southern Michigan.

For additional Federal funds to help us maintain our airport, your funds would be welcome and well used. And I'd like to thank you again for the help that you've given in the past and for serving our needs today.

[The prepared statement of Ms. Long, the Exeuctive Summary of the Baer Field Airport master plan, and a copy of a letter sent to Secretary Skinner follow:]

TESTIMONY OF CONGRESSWOMAN JILL LONG
4TH CONGRESSIONAL DISTRICT OF INDIANA
BEFORE THE
COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON TRANSPORTATION
April 24, 1990

Chairman Lehman and Members of the Subcommittee, thank you for the opportunity to testify today on a matter that is very important to the people of northeastern Indiana and northwestern Ohio.

Fort Wayne Mayor Paul Helmke, City Councilman Charles Redd, and County Commissioner Jack Worthman are here with me today to respectfully request that Baer Field Airport, located in Fort Wayne, Indiana remain on the priority funding list and to ask your assistance in providing funds for needed improvements.

As you recall, Mayor Helmke, Councilman Redd and I testified before this Subcommittee last year and brought attention to the fact that the runway and taxiways at Baer Field have been determined by the Federal Aviation Administration (FAA) to be in need of serious repair. In the Subcommittee's wisdom, and we thank you, Baer Field Airport was placed on the priority list for the first time in its history and has since received additional federal funding.

Mr. Chairman, Baer Field is classified as a small hub, primary scheduled transport airport, and it serves a population of more than 500,000 people. Ten scheduled passenger air carriers and three scheduled freight/cargo carriers currently serve Baer Field. These carriers account for approximately 700,000 air carrier passengers and 770 million pounds of cargo and freight annually.

In addition to housing commercial airlines, Baer Field is also the home of an Air National Guard unit that includes 25 military planes.

It has been estimated that the economic impact of Baer Field to the area's economy exceeds $100 million annually.

The airport was originally constructed during World War II and has had only limited capital improvements since that time. The runway and taxiways in need of repair are all more than fifty years old. They do not meet the design criteria for modern aircrafts nor for the current level of traffic.

Preliminary design estimates for major immediate funding needs at the airport include $3.2 million for the reconstruction of a central taxiway and $4.0 million for the reconstruction of the air carrier terminal apron to the taxiways, totalling $7.2 million required to make these necessary improvements.

Local funds for these improvements will be available. However, it is our hope that Baer Field Airport will remain on the priority funding list and will receive 90%, or $6.48 million, from the discretionary funds available.

Mr. Chairman and Members of the Subcommittee, I fully understand the budget constraints with which the Congress and the Administration are faced. However, this airport is a very important component of the economic base of northeastern Indiana and several counties of northwestern Ohio. To date, there are only limited funds in Indiana which may be available to move these important projects forward. However, it is my hope that with a coordinated approach, which includes federal assistance, we can work together to see that this airport in Indiana's second largest city is fully functional.

Mr. Chairman, with the Subcommittee's consent, I would like to submit two items for inclusion in the record. The first item is the Executive Summary of the Airport Master Plan for Baer Field, which was conducted to evaluate airport needs over the next twenty years. The second item is a letter that the four of us testifying on behalf of the Baer Field are sending today to Transportation Secretary Samual Skinner asking for his support in granting discretionary funds for improvements needed at the Airport.

Finally, Mr. Chairman, I want to thank you for your gracious assistance, and that of the Subcommittee Members and the Subcommittee staff. Thank you for your time and consideration.

Executive Summary
Airport Master Plan for Baer Field
Fort Wayne, Indiana

The Master Plan for Baer Field was undertaken to address the needs of the airport over the next twenty years and to recommend uses of airport property which not only fulfill long-term aviation needs but can be used for non-aviation related revenue support. New issues in the aviation industry, many brought on by the deregulation of the commercial and air cargo airlines in the past decade, have resulted in the need to update previous planning efforts, and integrate other specialized evaluations which have been undertaken in recent years.

The study was initiated in June 1988, and was funded by the Fort Wayne Chamber of Commerce foundation. It has been undertaken concurrently with a federally funded study of Smith Field, which has examined that airport's ability to continue in the future as a reliever airport for the Fort Wayne area. However, at this time the Baer Field study is nearing completion, while the Reliever Study awaits further FAA review of airspace considerations. It is anticipated that the Reliever Study will be completed in the Spring of 1990.

The Airport Layout Plan for Baer Field (attached) graphically presents existing and ultimate airport layout, airport data, runway data, building/facility listings, ground contour elevations, and the general orientation of roads, drainage channels, and structures in the immediate vicinity of the airport. This drawing becomes the official guidance for the FAA, when approved by the Fort Wayne-Allen County Airport Authority and FAA, in making future decisions on funding of airfield improvements or other requests for development on the airport property. It is very important that the Airport Authority keep this drawing updated as facilities are added/deleted, or policies towards long-term development change. The ALP drawing has been prepared on a computer-aided drafting system which will allow the Airport Authority to continually update the drawing.

The recommendations of the master plan include the future development of a parallel runway, in the 5-23 orientation, located 3,800 feet southeast from the centerline of existing Runway 5-23. This runway will provide airfield capacity beyond the year 2000, and ultimately serve a midfield terminal area which would be developed between the new runway and existing northeast-southwest runway. The ALP reflects an ultimate entrance into the midfield area from the Fort Wayne Bypass. Taxiway development will facilitate efficient movement of aircraft to and from all existing and future runways. General aviation and corporate hangar development is projected to continue in the vicinity of the west ramp and in the northwest quadrant, adjacent to Runway 14-32. Land acquisition and resident relocations will be required to accommodate the future Runway 5R-23L and midfield terminal development, as will closure of a portion of Pleasant Center Road. The existing terminal area should be able to handle passenger growth through most of the 20-year forecast period, with minor reconfiguration and expansion.

A development schedule and cost summary has been summarized in the following table. Generally, many of the items in the first ten years of the plan deal with the rehabilitation and revitalization of existing facilities at Baer Field. In the later stages of the plan (years 10-20), a greater emphasis is placed on adding capacity at the airport to meet anticipated increases in passengers and operations. Two key points must be made with regard to the development program.

First, the staging of development projects is based upon the projected forecasts of activity included in the master plan (and priorities for rehabilitation of existing pavements already established by the Airport Authority). However, actual demand, or the needs established by specific demand levels, will vary from the forecasts. As a result, the staging of development should be viewed as only an estimate, or "best guess" of what will be needed, and when it will be needed. Projects should take place when the demand warrants, which may be earlier or later than the years presented in the following table.

Secondly, due to the conceptual nature of a master plan, implementation of recommended capital projects should occur only after further refinement of their costs through architectural and engineering analyses. The costs included in the following table have been escalated to reflect engineering design, and miscellaneous fees which can be expected on most projects. The estimates are in current dollars, with no inflationary adjustments to future years.

STAGE I (1990-1994)	COST
1. Construct Taxiway "C" Extension - (1990)	$ 6,775,000
2. Reconstruct R/W 5-23 from B-1 to B-2 (with drainage, paving, lighting, and marking) (1990)	3,000,000
3. Reconstruct T/W "A", A-2, and expand northwest side terminal apron (with drainage, paving, lighting, and marking, including R/W 23 Chevrons) (1990-91)	2,500,000
4. Runway 5-23 electrical, signs, and vault work (1990)	1,274,000
5. Reconstruct T/W "G", connectors Y-3 and Y-2 (with drainage, paving, lighting, and marking ADG-V) (1991)	3,200,000
6. Reconstruct air carrier terminal apron to taxiways (with drainage, paving, lighting, marking) (1992)	4,000,000
7. Reconstruct T/W "C" midfield. (1993)	1,600,000
8. Install runway pavement sensors (Runway 5/23 and 14/32) (1993)	405,000
9. Convert Runway 9-27 to taxiway/day VFR runway (1993)	1,150,000
10. Reconstruct/overlay T/W "B" (1994)	5,350,000
11. Develop perimeter road system (1994)	5,223,000
12. Relocate ARFF/Public Safety facility (includes demolition of existing CFR) (1994)	2,020,000
13. Improve terminal area access and roads & parking (1994)	*
14. Taxiway connector 32 and 27 (Y-4 West) (1994)	1,060,000
15. Initiate land acquisition program (1990-94)	2,000,000
16. Modernize and expand terminal building (1994)	*
17. Prepare Part 150 noise study (1994)	175,000
18. Equipment purchases and general site development costs (1990-94)	1,000,000
19. Drainage detention program (1994)	*
STAGE I TOTAL	$38,789,000

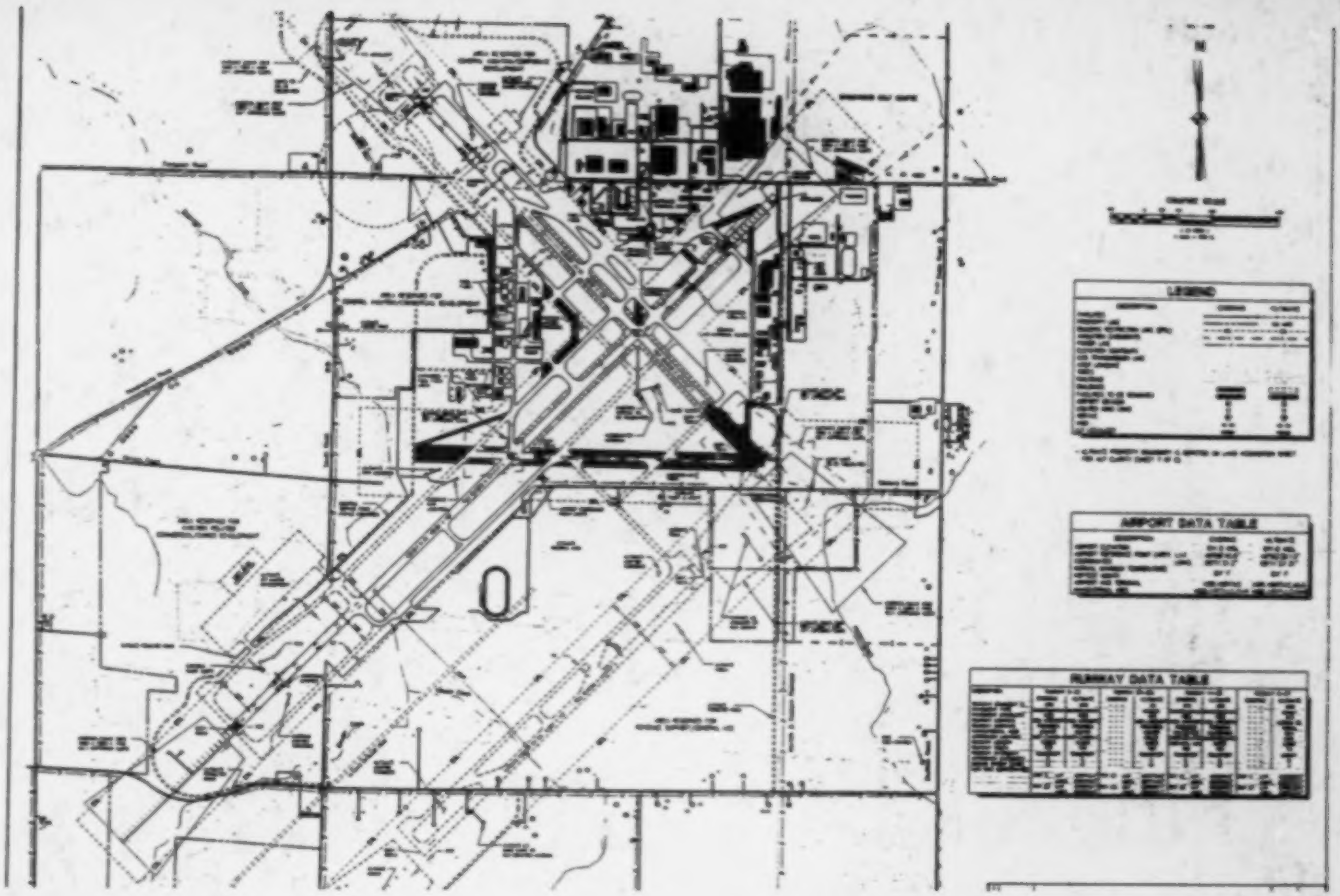
STAGE II (1995-1999)

1.	Overlay and strengthen R/W 14-32	$ 3,710,000
2.	Construct high speed exit at T/W C2 intersection	634,000
3.	Relocate common-use cargo building	2,780,000
4.	Overlay Y-2 (East)	77,200
5.	Runway 5-23 overlay and strengthen (Midfield northeast)	611,000
6.	Extend Runway 14-32 and parallel taxiways, relocate road	(by others)
7.	Relocate light lane R/W 32 - remove pavement	327,000
8.	Reconstruct A-2 on southeast side of Runway 23	385,000
9.	Overlay and strengthen Taxiway "F"	117,000
10.	Reconstruct west ramp	3,500,000
11.	New access system to west GA	692,000
12.	Reconstruct north general aviation ramps	1,170,000
13.	Extend Taxiway "B" southwest	(by others)
14.	Extend water south for new crash/fire training facility	330,000
15.	Continue land acquisition program for new runway	2,000,000
16.	Equipment purchases and general site development costs	1,000,000
	STAGE II TOTAL	$17,333,200

STAGE III (2000-2009)

1.	Construct new parallel runway (5R-23L). 6,800' x 150' (with drainage, paving, lighting, marking)	$ 13,000,000
2.	Construct parallel taxiway for 5R-23L	9,490,000
3.	Install CAT I ILS to Runway 5R	1,208,000
4.	Extend Taxiway "G" northwest (incl. G-2 reconstruction)	3,883,000
5.	Overlay Runway 5-23 (B-1 to Midfield)	1,100,000
6.	Relocate VORTAC	506,000
7.	Extend Taxiway "G" southwest of "C"	3,340,000
8.	On-going land acquisition	7,168,000
9.	Access taxiways into new terminal area	3,670,000
10.	Relocate air traffic control tower	(by others)
11.	Extend Taxiway "B" northeast	2,990,000
12.	New terminal building, ramp parking, and infrastructure	*
13.	Perimeter Fencing	687,000
14.	Equipment purchases and general site development costs	1,000,000
	STAGE III TOTAL	$48,042,000
	GRAND TOTAL	$104,164,200

* Additional engineering/architectural analyses required to determine cost estimates.


LEGEND
AIRPORT DATA TABLE
RUNWAY DATA TABLE

JILL LONG, M.C.
4TH DISTRICT, INDIANA

COMMITTEES
AGRICULTURE
VETERANS' AFFAIRS

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House of Representatives
Washington, D.C. 20515

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105 EAST MITCHELL
KENDALLVILLE, IN 46755
(219) 347-5471

1190 U.S. 27 NORTH
BERNE, IN 46711
(219) [illegible]

April 24, 1990

The Honorable Samuel K. Skinner
Secretary of Transportation
400 Seventh Street, S.W.
Washington, D.C. 20590

Dear Mr. Secretary:

Today, the four of us testified before the House Appropriations Subcommittee on Transportation with regard to needed improvements at Baer Field Airport in Fort Wayne, Indiana.

As you know, the runway and taxiways at Baer Field have been determined by the Federal Aviation Administration (FAA) to be in need of serious repair. Last year, the Airport was placed on the priority list for the first time in its history, and with your assistance has since received additional discretionary federal funding.

While we appreciate your assistance in the past, we are writing today to urge you to do all that you can to allocate additional federal funds for Baer Field Airport.

Mr. Secretary, Baer Field is classified as a small hub, primary scheduled transport airport, and it serves a population of more than 500,000 people. Ten scheduled passenger air carriers and three scheduled freight/cargo carriers currently serve Baer Field. These carriers account for approximately 700,000 air carrier passengers and 770 million pounds of cargo and freight annually. In addition to housing commercial airlines, Baer Field is also the home of an Air National Guard unit that includes 25 military planes. It has also been estimated that the economic impact of Baer Field to the area's economy exceeds $100,000,000 annually.

The airport was originally constructed during World War II and has had only limited capital improvements since that time. The runway and taxiways in need of repair are all more than fifty years old. They do not meet the design criteria for modern aircrafts nor for the current level of traffic.

Major immediate funding needs for the airport include $3.2 million for the reconstruction of a central taxiway and $4.0 million for the reconstruction of the air carrier terminal apron to the taxiways, totalling $7.2 million required to make these necessary improvements.

The Honorable Samuel K. Skinner
Page 2.

Local funds for these improvements will be available. However, it is our hope, and we respectfully request that Baer Field Airport receive 90%, or $6.48 million, from the discretionary funds available.

Mr. Secretary, we fully understand the budget constraints with which the Congress and the Administration are faced. However, this airport is a very important component of the economic base of northeastern Indiana and several counties of northwestern Ohio. To date, there are only limited funds in Indiana which may be available to move these important projects forward. However, it is our hope that with a coordinated approach, which includes federal assistance, we can work together to see that this airport in Indiana's second largest city is fully functional.

Finally, Mr. Secretary, we have taken the liberty of enclosing the Executive Summary of the Airport Master Plan for Baer Field, which was conducted to evaluate airport needs over the next twenty years.

Thank you for your assistance in the past, and in advance, thank you for your consideration of our request.

With best wishes.

Sincerely,

Jill Long

JILL LONG
Member of Congress

PAUL HELMKE
Mayor
Fort Wayne, Indiana

CHARLES REDD
President
City Council of Fort Wayne

JACK WORTHMAN
President
Allen County Board of Commissioners

Mr. **Lehman**. I guess the first question—how hard have you tried with the FAA and have you run into a real roadlock there yet?

Ms. **Long**. We are working with the FAA, not just my office but the Mayor's office, the county, the City Council, the business community.

Mr. **Lehman**. And the region?

Ms. **Long**. Yes.

Mr. **Lehman**. Good. We want to try to help you as much as we can. Mr. Coughlin.

Mr. **Coughlin**. Thank you, Mr. Chairman. We're delighted to have our colleague and her colleagues here. We appreciate your time.

Ms. **Long**. Bi-partisan colleagues.

Mr. **Coughlin**. We appreciate your testimony.

Mr. **Lehman**. Multi-partisan, multi-racial, everything. Mr. Mrazek.

Mr. **Mrazek**. Yes, Mr. Chairman. I would just assure the panel that the subcommittee takes a backseat to no one when it comes to preserving and protecting the safety of the Vice President. [Laughter.]

Mr. **Lehman**. I think next year you might not even mention that. [Laughter.]

Mr. DeLay.

Mr. **DeLay**. I just want to make sure Mr. Mrazek's comments are in the record and I associate myself with the gentleman from New York.

Mr. **Lehman**. Mr. Sabo.

Mr. **Sabo**. No questions.

Mr. **Lehman**. Thank you very much.

Ms. **Long**. Thank you, Mr. Chairman and Mr. Coughlin. And thank you very much for the assistance that this committee provided us last year. It has made a terrific difference for northeastern Indiana-northwest Ohio.

Mr. **Lehman**. You're doing good.

Ms. **Long**. Thank you.

Mr. **Lehman**. At this time, I yield to Mr. Sabo for the next introduction.

Tuesday, April 24, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION

WITNESS

MICHAEL J. EHRLICHMANN, CHAIRMAN REGIONAL TRANSIT BOARD OF THE MINNEAPOLIS-ST. PAUL METROPLITAN AREA, MINNESOTA

Mr. **Sabo**. Thank you. Mr. Chairman and Members of the Committee, it's my pleasure to introduce Mike Ehrlichmann to the comittee. Mike Ehrlichmann, is Chairman of our Regional Transit Board and has held that post since August of 1989.

Mike has a wealth of experience in local government, he's been involved in transit questions for most of those times. In addition to his activities with our Regional Transit Board, he was formerly the Chairman of our State Council on Disabilities and is currently a board member of that organization. I welcome Mike to the Committee. Welcome.

Mr. **EHLICHMANN**. Mr. Chairman and members of the Subcommittee. My name is Michael J. Ehrlichmann. I serve as Chair of the Regional Transit Board of the Twin Cities Metropolitan Area. I was appointed by Minnesota Governor Rudy Perpich last summer to a four-year term as Chair of the Regional Transit Board. I serve full time in that capacity.

I want to thank you for the opportunity to appear before the subcommittee today. I also want to express my personal appreciation and that of the people of our state for the services of Congressman Sabo, who I know has been a respected member of this subcommittee for 12 years.

The support of the Congress of the United States for public transit is absolutely crucial to the future of my community and to communities like it around the country. This subcommittee has provided the leadership to meet that need. I know you've persevered in the face of great difficulties, especially over the past ten years.

For all of us across the country responsible for provision of transit services, I urge you to continue that fight. Your work is appreciated by millions of Americans who depend on transit every day.

Turning to my community, the Twin Cities built a good system of freeways over the last 30 years. But that System is becoming increasingly congested and clearly will not meet our needs in the years ahead. As you know, we have an extensive bus system in the Minneapolis-St. Paul area. Busses will continue to be a major part of our transportation network, but they will not be able to do the entire job either.

Between 1980 and 2010, we expect vehicle trips per person in our region to increase by 50 percent. We expect the number of daily vehcile miles travelled to increase from 35 million to 57 million, a 63 percent increase. Between 1972 and 1984, our metropolitan area built 59 miles of new freeways.

Yet during that same period, the portion of our regional highway system experiencing severe congestion tripled. By the year 2010, we expect it to triple again. In 20 years, we expect car ownership in the Twin Cities to increase by nearly one-half million automobiles.

While transportation demand grows rapidly, vehicular occupancy declines. Much of our highway system will be approaching the end of its design life. It will be very costly just to maintain and preserve the highways we have. For social, political and financial reasons, we cannot build enough additional roads in the future to solve our problems.

I think we are now at a decision point. And the decision will set our course for perhaps the next 50 years. If we were to decide to go the route of more freeways, experience teaches us that the Federal Government would provide a lot of money.

But if we go the more environmentally responsibile route of choosing light rail transit as we in Minnesota want to do, then prospects for Federal help are much more difficult.

Cities like ours need to be told by the Federal Government that in the future it will seriously support transit as well as freeways.

One year ago, you heard testimony from my friend and colleague, John Darus, the Chair of the Hennepin County Board, our largest county. We gave you an initial look at light rail transit plans in the Twin Cities. A lot has happened in the past 12 months.

Last May, the Minnesota legislature expanded and strenthened the role of the Regional Transit Board. Six of our eleven members must be locally elected officials. The legislature directed the newly constituted RTB, Regional light rail transit plan, including elements of development, finance and coordination among local units of government.

After many months of hard work, negotiation and compromise, a significant decision was reached in early February 1990. The Metropolitan Council, our regional planning and development agency, and the Regional Transit Board, unanimously approved a regional LRT development and financial plan.

We have strong support in Minnesota for our light rail plan and we're prepared to make a substantial state and local effort. In recent years, $50 million of state and county funds have been provided, $40 million of it has been spent already for planning, environmental studies, engineering, and right-of-way acquisition.

Our financial plan at present includes an anticipated share of just 22 percent of the development of the system. A recent newspaper opinion poll taken in January in our community showed 81 percent of the people in our metropolitan region favor a light rail system in the Twin Cities, as does 73 percent of our population statewide. Even more important, 68 percent of our metroplitan residents and 58 percent of Minnesota residents statewide, both urban and rural, support using state money to pay for it.

A poll which the RTB did was taken in February. It found that our residents favor building light rail transit over expanded bus service by a two-to-one margin. They favor LRT over widening existing freeways by a three-to-one margin.

While we will take the chief responsibility to build our light rail transit system, we do need some Federal help. We want to design and build the system right. We want to do it in full cooperation with the Urban Mass Transit Administration.

I intend that our ridership projections and our final cost estimates will be accurate and on the conservative side and be acceptable to significant peer review. No surprises.

That's why we ask your help this year in the form of $2 million for planning and in certain directives to UMTA so that we may be ready as soon as possible to go forward with construction of our system.

Mr. Chairman, I would request the balance of my statement be included in the record, and I would be happy to respond to any questions.

[The prepared statement of Mr. Ehrlichmann follows:]

Testimony of

Michael J. Ehrlichmann
Chair
Regional Transit Board
Minneapolis-St. Paul Metropolitan Area

before the

Subcommittee on Transportation
and Related Agencies
Committee on Appropriations
United States House of Representatives

Regarding Fiscal Year 1991 Budget Request

April 24, 1990

Mr. Chairman and Members of the Subcommittee:

My name is Michael J. Ehrlichmann and I serve as the Chair of the Regional Transit Board ("RTB") of the Twin Cities Metropolitan Area. I was appointed by Minnesota Governor Rudy Perpich last summer to a four-year term as chair of the RTB. I serve full-time in this capacity.

I want to thank you for the opportunity to appear before the Subcommittee today. I also want to express my personal appreciation and that of the people of our State for the service of Congressman Martin Sabo, who I know has been a respected Member of this Subcommittee for some 12 years.

The support of the Congress of the United States for public transit is absolutely crucial to the future of my community and to communities like it around the country. This Subcommittee has provided the leadership to meet that need. You have done it in the face of great difficulty, especially over the past ten years.

I urge you to continue the fight. Your work is appreciated by millions of Americans who depend on transit everyday.

Turning to my community, the Twin Cities built a good system of freeways over the last 30 years. But that system is becoming increasingly congested and clearly will not meet our needs in the years ahead. As you know, we have an extensive bus system in the Minneapolis-St. Paul area. Buses will continue to be a major part of our transportation network, but they will not be able to do the entire job either.

Between 1980 and 2010, we expect vehicle trips per person in our region to increase by 50 percent. We expect the number of daily vehicle miles traveled to increase from 35 million to 57 million -- some 63 percent.

Between 1972 and 1984, our metropolitan area built 59 miles of new freeways and expressways. Yet during that same period, the portion of our regional highway system experiencing severe congestion tripled. By 2010, we expect it to triple from the current figure. In 20 years, we expect car ownership in the Twin Cities to increase by 450,000 automobiles.

While transportation demand grows rapidly and vehicle occupancy declines, much of our highway system will be approaching the end of its design life. It will be very costly just to maintain and preserve the highways we have. For social, political and financial reasons, I believe we cannot build enough additional roads in the future to solve our problem.

I think we are now at a decision point, and the decision will set our course for perhaps the next 50 years. If we were to decide to go the route of more freeways, experience teaches us that the federal government would provide a lot of the money. But if we go the more environmentally responsible route of choosing transit -- light rail transit, as we in Minnesota want to do -- then prospects for federal help are more difficult. Cities like ours need to be told by the federal government that in the future it will seriously support transit as well as freeways.

One year ago, you heard testimony from my friend, John Derus, then Chair of the Hennepin County Board, who gave you an initial look at light rail transit plans in the Twin Cities. A lot has happened in the past twelve months. Last May, the Minnesota Legislature expanded the RTB to eleven members, six of whom must be local elected officials. The Legislature directed the newly-constituted RTB to adopt a regional light rail transit ("LRT") plan, including elements on development, finance, and coordination among local units of government. After months of hard work and compromise, a significant decision was reached in early February 1990. The Metropolitan Council (our regional planning and development agency) and the Regional Transit Board unanimously approved a Regional LRT Development and Financial Plan.

We have strong support in Minnesota for our light rail plan and we are prepared to make a substantial state and local effort. In recent years, $50 million of state and county funds have been provided -- $40 million of it spent already -- for planning, environmental studies, engineering and right-of-way acquisition. Our financial plan at present includes an anticipated federal share of just 22% for development of the system.

A newspaper public opinion poll taken in January showed 81% of people in the region favor a light rail system in the Twin Cities, as does 73% of our population statewide. Even more important, 68% of metropolitan residents and 58% of Minnesotans statewide support using state funds to pay for it. A poll which the RTB commissioned was taken in February. It found that metro residents favor building LRT over expanded bus service by a 2 to 1 margin. They favor LRT over widening existing freeways by a 3 to 1 margin.

While we will take the chief responsibility to build our light rail transit system, we do need some federal help. We want to design and build the system right. We want to do it in full cooperation with the Urban Mass Transportation Administration. That is why we ask your help this year -- in the form of $2 million for planning and in certain directives to UMTA -- so that we may be ready as soon as possible to go forward with construction of our system.

Our development and financial plan outlines the following:

- a maximum twenty-year plan for LRT development;
- a maximum ten-year plan for LRT development;
- a staging of the ten-year plan into three groups by priorities; and
- a financial plan.

The financial plan identifies federal, state, regional, local (county) and private sources to pay for the ten-year plan. I will provide a copy of the plan to your staff.

The adopted regional LRT plan identifies the Central Corridor between downtown Minneapolis and downtown St. Paul as the first priority corridor. The financial plan for this corridor does not include federal funding; the estimated cost is approximately $330 million (1988 dollars). This approach will allow the earliest implementation of LRT in the region and will provide a strong indication of local commitment to rail transit.

It is recognized in our plan that federal funds are very limited at present for transit capital projects and that there is significant competition for available federal dollars. It is also recognized that federal funding can be a very beneficial component of an overall financial plan. The following guidelines were established in the plan for federal funding:

- It is the goal of the region to obtain at least 20 percent federal funding for the ten-year LRT plan.
- The Central Corridor and the two downtown distribution systems should not pursue federal funding to ensure the earliest possible implementation of the highest priority corridor. This position is subject to modification, dependent upon changing federal regulations and funding programs.

- The private sector would raise approximately 5 percent of each corridor's cost.
- The counties would fund 10 percent of the corridor cost for non-federally funded corridors, except for the Central Corridor (Phase One).
- The state/region would fund the remaining amount.
- Federal funds should be sought by the RTB in cooperation with our seven county rail authorities for individual corridors which are strongest in meeting federal eligibility requirements to ensure the best chance to maximize federal funding.
- The following corridors should complete the federal environmental and UMTA cost-effectiveness requirements at this time to assure eligibility for federal funding:
  - -- I-35W -- Complete the federal EIS currently being prepared with UMTA as a cooperating agency so as to meet UMTA's requirements.
  - -- Hiawatha Corridor -- Use the existing Federal Highway Administration (FHWA) EIS to meet UMTA requirements.
  - -- Minneapolis Northeast Corridor -- Conduct an Alternative Analysis/Draft EIS (AA/DEIS).
- The Minneapolis Northeast, Hiawatha, and Minneapolis South (I-35W) Corridors would be designated as federal overmatch corridors.

- The ten-year (1992-2002) plan outlines a $1.36 billion (1988 dollars) program with a federal participation of $296 million (1988 dollars), or only 22 percent of the total. This amount of money has been typically granted to other metro areas for a single rail corridor.

The purpose of my testimony here today is to suggest to the Congress and to the Urban Mass Transportation Administration (UMTA) a proposed approach for federal participation in the Twin Cities' LRT implementation plan. The plan recognizes that UMTA has limited resources, but also recognizes the importance and benefit of some, albeit limited, federal participation.

To initiate federal participation, the Minneapolis-St. Paul metropolitan area has four specific requests:

1) Direct UMTA to set aside $2 million in Section 8 planning funds to be used for necessary studies and environmental documents in order to make the three highest priority corridors involving federal participation eligible for federal design and construction funds.

2) Request that UMTA accept the presently ongoing FHWA EIS for the I-35W South Corridor as meeting UMTA's planning and environmental requirements for this corridor and designate this corridor as an overmatch corridor.

   Request that UMTA identify and approve the immediate start of any additional legally-required studies or steps necessary in order to make this corridor eligible for federal mass transit funds.

3) Request that UMTA accept the 1985 Federal Highway Administration (FHWA) Hiawatha Corridor EIS as satisfying the federal environmental requirements and designate this corridor as an overmatch corridor. Request that UMTA identify and approve the immediate start of any additional legally-required studies or steps necessary in order to make this corridor eligible for federal mass transit funds.

4) Request UMTA to designate the Minneapolis Northeast Corridor between downtown Minneapolis in Hennepin County and the Northtown Shopping Center in Anoka County as an overmatch corridor and to authorize the immediate initiation of a Phase II Alternatives Analysis/Draft Environmental Impact Statement (AA/DEIS) in order to make this corridor eligible for federal mass transit funds.

We are very proud of the accomplishments we have made and the regional consensus we have developed over the past eight months. LRT is a very important component of the Minneapolis-St. Paul region's future transportation system. We hope we can count on the Congress and UMTA's cooperation and support in the plan's implementation in the 1990s.

Mr. **Lehman**. Mr. Sabo, you have the time.

Mr. **Sabo**. No questions.

Mr. **Lehman**. Mr. Coughlin.

Mr. **Coughlin**. No questions.

Mr. **Lehman**. Mr. Mrazek.

Mr. **Mrazek**. No questions.

Mr. **Lehman**. Mr. DeLay.

Mr. **DeLay**. No questions.

Mr. **Lehman**. Thank you.

Mr. **Ehrlichmann**. Thank you very much.

Mr. **Lehman**. You have a pretty fair respresentative on this Subcommittee.

Mr. **Ehrlichmann**. We know that. Thank you very much.

Mr. **Lehman**. At this time, we'll have Major Whitmire and her entourage and, Mr. DeLay, would you care to introduce them?

Tuesday, April 24, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, METROPOLITAN TRANSIT AUTHORITY OF HARRIS COUNTY TX [METRO]

WITNESSES

HON. CHARLES WILSON, U.S. REPRESENTATIVE FROM THE STATE OF TEXAS

HON. MICHAEL ANDREWS, U.S. REPRESENTATIVE FROM THE STATE OF TEXAS

HON. GREG LAUGHLIN, U.S. REPRESENTATIVE FROM THE STATE OF TEXAS

MAYOR KATHRYN J. WHITMIRE OF HOUSTON, TX

ANTHONY HALL, CHAIRMAN, METRO

ROBERT MacLENNAN, GENERAL MANAGER, METRO

Mr. **DeLay**. Thank you, Mr. Chairman and Mr. Coughlin. On behalf of the Subcommittee, I would like to welcome Mayor Kathy Whitmire from the city of Houston who has a longstanding rapport with this subcommittee and is very well respected by the Chairman and this subcommittee.

With her, Mr. Chairman, are two new faces to Houston Metro: Chairman of the Board of Houston Metro, Anthony Hall, and the new General Manager of Houston Metro, Bob MacLennan. I also would like to welcome my Texas colleagues Charlie Wilson, Mike Andrews, and Greg Laughlin.

Mr. Chairman, Bill Archer, who is Vice Chairman of the Ways & Means Committee, sends his regrets that they are in markup or some function with the Ways & Means Committee. He intended to be here but he's tied up with Ways & Means or would have been here.

Mr. **Lehman**. Well, thank you, Mr. DeLay. I think we have to yield this time to the senior member of the full Appropriations Committee.

Mr. **Wilson**. Thank you very much, Mr. Chairman. I know the subcommittee rules—the longer you talk, the less money you get so we're going to be very, very short.

And I'm not telling the subcommittee anything, but all of us in Texas are proud of the city government in Houston. We think it's one of the most competently run of all the big cities in the United States and we're especially proud of our mayor. Also, Anthony Hall, a colleague from the Texas legislature, who I'm sure is going to be a spectacular head of the mass transit in Houston.

You can't say anything to the subcommittee without first thanking them for their immense understanding of the problems and generosity and partnership in the past.

Now, I don't live in Houston, but I surround it. And I have as you know a lot of rural constituents and we depend on the transportation system in Houston because that's where we go for cultural events and gall bladder operations. So anything you can find in your hearts to do here, we will certainly appreciate in Lufkin and Nacogdoches and Orange and Vidor and Lumberton and all the rest.

Thank you very much.

Mr. **Lehman**. Mr. Andrews.

Mr. **Andrews**. Thank you, Mr. Chairman. I know that brevity is a virtue before this Committee, and I will be very brief. But I do want to thank you for allowing us to come before you today. This Subcommittee in particular has been very generous to Houston. All of you have, in addition to giving us over $115 million, have spent a lot of time in trying to learn about our special needs and our special problems. And for that, all of us are very appreciative.

Like Charlie said, we are all proud of our Mayor, Kathy Whitmire. And I am anxious for you also to get to meet and get to know Anthony Hall. Every time we come before this Committee, I always think we bring a more outstanding head of Metro. Well, we have really brought one of the very best that our city has in Anthony. I think he is going to be an exemplary leader for our city at a time when our transit problems are at their greatest.

We will be back respectfully asking money from the Long Island Railway to put into Houston. I know Mr. Mrazek is willing to give us that portion of U.S. funds. And we look forward to that.

Mr. **Lehman**. Mr. Laughlin?

Mr. **Laughlin**. Thank you, Mr. Chairman. Since brevity is the word, I am here in support of Mayor Whitmire and Chairman Hall. I come from the Public Works and Transportation Committee and more importantly over there, the Surface Transportation Committee. I am very pleased to work with the Mayor and the Chairman and the Houston delegation. They have got a good track record in the past, and I am confident they will in the future. And we need your help. Thank you.

Mr. **Lehman**. Her Honor.

Ms. **Whitmire**. Thank you very much, Mr. Chairman and Members of the Committee. It is good to be back with you again to have a chance to visit with you about Houston's transportation needs. I am particularly honored to have all these distinguished Members of our congressional delegation joining with us, along with of course Mr. DeLay, who has been our leader in this area of pursuing public transportation and who has represented us so well on your Committee.

You have already heard a great deal about Anthony Hall, who serves with distinction on our City Council and in our state legislative delegation before being appointed and unanimously confirmed by the City Council and elected as chairman of the Metro board back in January of this year. And I, too, am very enthusiastic about the strong leadership that he is providing to our public transit agency.

I am also glad to have with us today Mr. Bob MacLennan, who is the General Manager of the agency, served previously as the Assistant General Manager of the agency, and prior to that time came from a very distinguished organization called the City of Houston Public Works Department. And prior that, another distinguished one called the Army Corps of Engineers. So we are very proud of our group at Metro and the work that they are doing.

But today, I am particularly pleased to be able to come and thank you for the strong support that this Subcommittee has provided for our mobility needs in the past, and to review with you the progress that we are making in implementing the plans that our voters approved in January of 1988. We did feel it was important in January '88, as our city was beginning an economic resurgence that we had worked long and hard for, that we reach an agreement on mobility plans. And we did approve the plan at the polls.

We have developed a regional mobility plan that has been endorsed by various organizations in the business community, as well as the Houston City Council and the commissioner's court and the Metro board. And we are proceeding with implementation of that plan.

As you know, because of your strong support, we have been able to complete 46 and a half miles transitways in our community which are in operation and serving us well. And we have under way in the design or construction phase an additional 34 miles of transitways that will be completed and on line within the next six years. That is a great benefit to us. The excellent performance of our bus system is also a great benefit to us.

But as we move into the 1990s, we are very convinced that we need to deal with the increasing demands on our mobility system as our economy begins to grow again in the 90s. And of course we have another issue that confronts us in the 90s, and that is the issue of air quality. Many of you are extremely aware of the difficult issues we face in maintaining air quality in our community and meeting the federal air quality standards. We have not yet been able to meet the ozone standards, and that will be our challenge of the 1990s.

And that is why it becomes so important as our economy grows and our population grows that we provide high capacity alternative transportation means for our citizens so that we can have a good environment and a good place to live and to work.

Our transit authority during the last two years made substantial progress in the planning of the fixed guideway portion of our regional mobility plan. And you, of course, have been very supportive in allocating funds for that plan during the last two fiscal years.

And we are asking for your continuation of that support in this year's appropriations process.

As that planning moved along, our authority wanted to make sure that we did not fall victim to overly optimistic ridership forecasts and as a result, the Metro board commissioned an independent analysis of the plan. And the result of that analysis was that modifications were recommended and that a decision as made by the board to seek greater participation from the private sector in developing the fixed guideway portion of our plan.

They have moved forward on that effort, and in January we had 24 private sector firms indicating an interest in participation in the development of this system. I was very encouraged with that level of response from the private sector and with the progress made by the Metro board. It is my understanding now that they expect to issue a formal request for proposals for the development of the fixed guideway system in July of this year, be ready to begin the engineering portion of the project in the third quarter of fiscal year 1991, and begin construction in fiscal 1993.

I am proud of their progress and appreciate your support and would want to reiterate to you the critical need for these mobility systems as Houston looks forward to a decade of development and growth in the 1990s and works to achieve our goal of minimizing congestion and air pollution at the same time. I appreciate your support, and at this time would turn the program over to Mr. Hall.

Mr. HALL. Thank you very, very much, Mr. Chairman. On behalf of the metropolitan transit authority of Harris County, I want to thank you and the distinguished congressional delegation from the Houston area. I am somewhat embarrassed, but I would take those kind of comments any time, since I have been on occasion an elected official and have had people say not so complimentary things about me from time to time.

So I thank you very, very much. I want to thank Mr. DeLay for having provided exceptional leadership to our community in what has been obviously a very long and complicated process for us to come to some consensus and become real efficient and effective and plan for delivering transit and mobility to our community.

I would like to take this time to provide you an update on Metro's continuing program to develop an integrated regional transportation system for the Houston metropolitan area. This is my first opportunity to address this Subcommittee. I was appointed Metro Chairman on January 12, 1990. My mandate was to continue the momentum created by the voters' approval in January, 1988 of a Phase II mobility plan, including a 20 plus mile high capacity fixed guideway system.

Although I am new to the role of chairman, my personal involvement with Metro goes back to 1978 when as a Member of the Texas legislature, I first introduced legislation authorizing the creation of regional transit authorities in our state. More recently, as a member of the Houston City Council, I have carefully followed Metro's progress toward realizing the goals established upon its creation in 1978. While there have been setbacks, there has also been important progress in meeting the area's transportation needs.

Today I would like to discuss some of our plans for making additional progress between now and the year 2000. These plans are ambitious, but they are necessary, I believe, to keep up with the growth that we have experienced in the past two decades. In 1983, Metro initiated a Phase I capital improvement program designed to enhance the effectiveness of our basic bus service. The centerpiece of this program has been the development of an extensive urban transitway system with, as the Mayor has indicated, 46 miles currently in operation and an additional 34 miles committed by 1996.

Houston has now developed the most extensive transitway system in North America at a fraction of the cost of the alternative highway or other fixed guideway transit systems. In 1988, voters approved a Phase II mobility plan designed to build upon the success of the transitways and other improvements made in Phase I.

During the past two years, this Subcommittee approved initial funding for the design and construction of a fixed guideway system connector intended to link the transitways to Houston's major business centers, including the downtown; Uptown Galleria; the Texas Medical Center; and Greenway Plaza.

During its last appearance before Subcommittee, Metro announced its intention to conduct a searching analysis of the ridership and cost assumptions for its fixed guideway system—some have suggested the most intensive analysis history of mankind. Analysts from the Texas Transportation Institute and other independent experts were recruited to participate in this process. As a result of this analysis, the Metro Board determined that certain modifications would be necessary to meet ridership forecasts and assure adequate control of operating costs.

On April 5 this year, the Metro Board approved a revised fixed guideway plan and directed staff to seek additional private sector participation in all phases of the system. Public meetings on the revised conceptual alignment will begin in the next several weeks.

The revised system guideway plan offers several improvements to attract increased ridership. The new alignment will run along corridors identified for high ridership. Extending the alignment beyond loop 610, which is our inner city loop will increase direct service to several large restside residential developments without competing with existing transitways. The new alignment will also enhance system-wide travel times by reducing the number of intermediate stops and reducing required transfers of a substantial number of transitway patrons.

The revised 22 mile alignment will be developed in two phases. The first phase will consist of an 11 mile corridor that will begin in downtown serving Greenway Plaza, Uptown Galleria, and extending beyond our inner city 610 loop. Alternative analysis for this segment is scheduled to be completed by November of this year. Construction should begin in 1993.

The second phase will include extensions to the southeast to serve the Texas Medical Center and the Astrodome and to the east and west, including the University of Houston and Texas Southern University. The entire system is scheduled to be in operation by the year 2000.

In adopting these changes, the Board has made parallel decisions to engage the private sector more directly in the development of the system. December, 1989, Metro issued a request for expressions of interest, and we received 24 responses. In July, Metro will issue a request for proposals for detailed cost; system design; construction; maintenance; and possible operation of the system. Based on these proposals, Metro will select an alignment and technology best suited to the local needs.

In accordance with the terms of the 1988 voter referendum, total cost for the 22-mile project has been kept at $1.09 billion in 1988 dollars. Metro will meet approximately 50 percent of the total capital cost through local, state and private funding sources, including the proceeds of Metro's dedicated one cent sales tax. Additionally, let me stress that Metro's financial plans provide for all of the operating costs for both the fixed guideway system and the bus system, and will be derived from non-federal sources.

Federal assistance, however, will be required for the remaining capital cost of the fixed guideway system. Through fiscal 1990, Congress has allocated $115 million in Section 3 funds. For fiscal 1991, Metro is requesting a Section 3 allocation of $60 million. This will allow the project to remain on schedule and to avoid a huge funding spike during the heavy construction period.

In conclusion, Mr. Chairman, let me say that we want to reiterate Mayor Whitmire's expression and appreciation for the Subcommittees past support of Metro's capital development program. I hope that we can continue to merit your support as we move forward with our Phase II fixed guideway system.

We have with us our General Manager, Bob MacLennan, and we recognize that we have used a good deal of the Committee's time. He does not have a statement, but is here to be a resource person to respond to questions or concerns that you may have for us. Thank you very much for your help in the past, for your support for your community and its transportation future. We will always be thankful for that support.

Mr. LEHMAN. Thank you, Mr. Hall. You are chairman of the board?

Mr. HALL. Yes, sir.

Mr. LEHMAN. This revised plan, are your board members more or less on board, or do you have any problem with the division there?

Mr. HALL. I suppose that in a community like Houston, we will always have some problems as we are so independent in our thinking individually, Mr. Chairman. But we had most recently a vote. I think April 5th was the exact date of that vote. Of the nine members, six of the members voted to approve the baseline, if you will, alignment. Most of the debates centered on the question of the specific recommendation of the staff for a comparison for the private sector and for the alternative analysis process. I am——

Mr. LEHMAN. But the plan itself was fairly a consensus.

Mr. HALL. Yes, sir. The procedure was not questioned, I do not think. There was some question and hard debate about whether or not it ought to go through some neighborhoods and not others, and whether it ought to go down Westline or Richmond has been an intense question. Whether or not it ought to move off the southwest freeway is a question of some debate. There was a new segment that was suggested we look at. There was some criticism of it going through an older community. All of those were issues that we have promised that will be the subject of these hearings that UMTA has asked us to conduct and we want to.

Mr. **Lehman**. In other words, the revised plan is not yet set in concrete.

Mr. **Hall**. Not at all. No, sir. It is not set in concrete at all. In fact, we anticipate modifications to that plan through this hearing process. I think that is consistent with the UMTA process that has been mandated; consistent with the advice we have gotten from virtually everybody at the federal level about how we ought to proceed.

Mr. **Lehman**. Thank you. Mr. Coughlin.

Mr. **Coughlin**. Thank you very much, Mr. Chairman. We are glad to welcome Mayor Whitmire here again. And for her almost annual visit here, we appreciate that and appreciate your taking your time to come here. I believe you have a fine plan and a fine operation going down there. And I look forward to continued support.

Ms. **Whitmire**. We appreciate your help.

Mr. **Lehman**. Mr. Mrazek.

Mr. **Mrazek**. Thank you, Mr. Chairman. Yes. I would associate myself with the comments of Mr. Coughlin. I think through the years, I have been able to look at Houston in its development of a plan as garnering very carefully deliberately of enough community support based on everyone being well informed about what is going to happen and what the benefits are going to be for the city in the future. And invariably, they have come forward with well thought-out drafted plans and projects. And I look forward to continuing to be a strong supporter.

Ms. **Whitmire**. Thank you very much.

Mr. **Lehman**. Mr. DeLay.

Mr. **DeLay**. Thank you, Mr. Chairman. I appreciate your kind reception of the Houston delegation. I want to enter into the record a letter from Lee Hogan on behalf of the Greater Houston Partnership in full support of the need to pursue the most cost-effective approach of providing a fixed guideway transit system and fulfillment of the transit component of our regional mobility plan for the record.

[The information follows:]

GREATER HOUSTON PARTNERSHIP
Greater Houston Chamber of Commerce
Houston Economic Development Council
Houston World Trade Association

Lee W. Hogan
President and CEO

April 23, 1990

The Honorable William Lehman
Chairman
Subcommittee on Transportation
2347 Rayburn H.O.B.
Washington, D.C. 20515

Dear Congressman Lehman:

The Greater Houston Partnership's Board of Directors has expressed its continued support of METRO's initiative to implement an effective regional transit plan to serve the commuting needs of Houstonians now and into the next century.

The Partnership is in full support of the need to pursue the most cost-effective approach of providing a fixed-guideway transit system in fulfillment of the transit component of our Regional Mobility Plan. We remain encouraged at the progress to involve the private sector at the earliest stages of the system's planning with the intent of maximizing involvement in the design, construction and operational phases. This is an approach encouraged by the Partnership's Board of Directors and, we believe, is consistent with current federal transit policy.

The need for, and support of, effective transit in Houston continues to be of primary concern to the business community. Success in this effort will strengthen our aggressive, multimodal approach to combating congestion and will, over the long term, contribute to improved air quality in the Houston region.

The Board of Directors of the Greater Houston Partnership, in 1989, formally endorsed the multimodal Regional Mobility Plan for the Houston Area. This Plan has also received formal endorsement from the Houston City Council, Harris County Commissioners Court, METRO Board of Directors and the Texas Highway and Public Transportation Commission. Support for this Plan represents a regional commitment to improved multimodal transportation in the Houston region. We believe that federal funding in support of those proposals is critical to our success in achieving the goals and objectives of the Regional Mobility Plan.

Sincerely,

Lee Hogan

Lee W. Hogan

cc: Robert R. Onstead
Chairman, Greater Houston Partnership

Gibson Gayle, Jr.
Chairman, Mobility Committee

1100 Milam—25th Floor
Houston, Texas 77002
713-651-7208
Fax 713-750-0039

Mr. **DeLay**. And Mr. Chairman, I have several questions I will submit for the record because time is short.

I want to ask one question to Chairman Hall. In the past, I have always applauded Houston Metro for its efforts in always consulting with entities that do not stand to benefit from our rail project. And I refer, for instance, to the Texas Transportation Institute study as an example. Does Houston Metro intend to continue to utilize this type of very valuable and unbiased consulting in its process in the future?

Mr. **Hall**. Yes, sir, Mr. DeLay. Even more than that, we have already done it. One of the great benefits, I think, of an analysis like the one conducted last summer—the rather searching analysis—is that you learn a lot. I hope if we are rational people we learned a lot. We learned a lot about what we ought to do and what we ought not do in Houston.

What we did was to retain most of those folk who were involved in that process. It was obviously a peer review process. Or at least half of those folk, including TTI, to help us address the concerns that we identified last summer. They are presently in the process of doing that. They have already been hired. They are in fact part of the team.

We have gone further than that, though. With the approval of UMTA—I understand we are followed by Honolulu in this process—running almost in parallel with them. We have involved the private sector in helping us decide what we do so that in developing the alternative analysis and coming to some conclusions through the response to our requests for proposals—even in helping design the requests for proposals—the private sector is having unprecedented kind of input. They obviously want to sell us something.

We have balanced that with the peer review group, who is not in the business of selling anything with regard to system development, but helps us design what we will request from them. But we have tried to involve all of the parties that have any constructive role to play in this process in a way that had not been done before frankly. The peer review process, as you have identified, is an important component to us. It is particularly important for us now, because the very same people who pointed out the problems are the people who will be helping us find the solutions to those problems.

Mr. **DeLay**. I thank you, Mr. Chairman. I want to say that Houston Metro, once again, by taking this private approach, is leading the nation in creativity mass transit. And I am proud to represent them. Thank you, Mr. Chairman.

Mr. **Lehman**. Thank you, Mr. DeLay. We are looking forward to seeing you have a transit system.

Ms. **Whitmire**. Thank you very much for your assistance.

Mr. **Hall**. Thank you very much, Mr. Chairman, for your kindness. We appreciate it very much.

TUESDAY, APRIL 24, 1990.

DEPARTMENT OF TRANSPORTATION

WITNESS

HON. BILL RICHARDSON, U.S. REPRESENTATIVE FROM THE STATE OF NEW MEXICO

Mr. **LEHMAN**. Mr. Richardson.

Mr. **RICHARDSON**. Mr. Chairman, I ask unanimous consent that my entire statement be made part of the record.

I will be very conscious of the Glickman maxim which says the less you say, the more you get. And I will proceed in that vein. [Laughter.]

Mr. Chairman, I have three requests. One, not for millions of dollars, but for $416,000——

Mr. **LEHMAN**. We do not mess with less than a million. [Laughter.]

Mr. **RICHARDSON**. I ask that these funds be allocated to purchase a railroad station in Gallup, New Mexico—a Gallup multi-modal transportation project in my state. This project would provide a center for use by the various local transportation providers and as a multi-cultural center.

Mr. Chairman, this Committee has been very generous in the past on the Santa Fe relief route for right-of-way acquisition. This route will provide for the safe transportation of radioactive materials which will be stored in Carlsbad, New Mexico. Additionally, it will provide an alternate path for the many trucks transporting radioactive waste. The Committee has been helpful in the past, and I hope they can also in the future.

Now, Mr. Chairman, for the easy ones. These are just report language matters. One, you generously assisted me on the floor of the House, with the $1.5 million which we appropriated in last year's Appropriations Bill for the Las Vegas, New Mexico overpass for preliminary engineering, environmental studies in right-of-way. What I am asking for is report language that would allow these funds to be transferred to design and construction funding.

Lastly, Mr. Chairman, the Taos airport. Once again, I am requesting that it be put on the priority list. It was on the FAA's priority list last year and has received $1.2 million in funds for land acquisition.

Again, Mr. Chairman, I have gone for 92 seconds, and I will now cease. I wish that the Committee will take that into account.

Mr. **LEHMAN**. That is a new world's record. Thank you, Mr. Richardson. Mr. Coughlin.

Mr. **COUGHLIN**. No questions, Mr. Chairman. We appreciate our colleague's consideration.

[The prepared statement of Mr. Richardson follows:]

1-18a

TESTIMONY OF THE HONORABLE BILL RICHARDSON BEFORE THE THE SUBCOMMITTEE ON TRANSPORTATION COMMITTEE ON APPROPRIATIONS

Thank you Mr. Chairman, and members of the Subcommittee, for the opportunity to testify today on four projects of the utmost importance to my Congressional district in New Mexico.

GALLUP MULTI-MODAL TRANSPORTATION PROJECT

I respectfully request that $416,000 be allocated to acquire the A.T. & S.F. Railroad Station for the Gallup Multi-modal Transportation project in Gallup, New Mexico. This project would provide a center for use by the various local transportation providers and as a multi-cultural center. It would furnish a much needed link in the public transportation network for New Mexico citizens and out-of-state visitors while also providing a focal point for local cultural activities, events and exhibits.

The new transportation policy announced by President Bush and Secretary Skinner cites the importance of facilities like this one which would link up various transportation modes to make journeys easier for the traveling public. This project has the strong support of McKinley County and the New Mexico State Transportation Department.

SANTA FE RELIEF ROUTE

I am also requesting that $27,541,000 be allocated for right-of-way acquisition, design and construction of the Santa Fe Relief Route which is needed for the safe transportation of radio-active material which will be stored at the Waste Isolation

Pilot Plant (WIPP) in Carlsbad, New Mexico. This route will provide an alternate path for the many trucks transporting radio-active waste. Otherwise, transportation of this waste would go directly through Santa Fe, posing many health risks to residents.

LAS VEGAS OVERPASS

With respect to the New Mexico Railroad Overpass Project in Las Vegas, New mexico, I am requesting that the $1.5 million which was appropriated in last year's appropriation bill for preliminary engineering, environmental studies and right-of-way acquisition be transferred to design and construction funding.

The original request for this project was for design and construction funds. However, as I understand it, the Committee was not authorizing or appropriating funds for new construction projects last year, so the funds were placed under preliminary engineering, environmental studies and right-of-way acquisition. I have been informed by the State of New Mexico and the City of Las Vegas that they cannot access these funds unless they are earmarked for design and construction. It is vital to the continuation of this project that a correction be made to place these funds under design and construction.

TAOS AIRPORT

I am also asking that the Committee restate its support for the Taos airport, by placing it on the FAA's priority list. In 1988, Taos received $1.2 million from the FAA for land acquisition and design. The city has completed the land acquisition process and will use the remaining funds to begin the design. The city will need additional funding for construction which is scheduled to begin this spring. Last year, this project was placed on the FAA's priority list and I am requesting your continued support for the Taos airport so that this project may proceed.

Thank you for the opportunity to testify before your committee. Your consideration of these requests are greatly appreciated.

TUESDAY, APRIL 24, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, UTAH TRANSIT AUTHORITY

WITNESSES

HON. WAYNE OWENS, U.S. REPRESENTATIVE FROM THE STATE OF UTAH

JOHN PINGREE, GENERAL MANAGER, UTAH TRANSIT AUTHORITY

TRENT JEPPSON, PRESIDENT, UTAH TRANSIT AUTHORITY

Mr. **LEHMAN**. Mr. Owens.

Mr. **OWENS**. Thank you, Mr. Chairman, Mr. Coughlin. I am delighted to be here. We will try to follow the example of our predecessor witness. Mr. Chairman, you have been to Salt Lake City, and you were gracious enough to study with me the light rail transit proposal which we are making. This Committee has been very helpful in getting us started with the design studies and with the initial funding for rights-of-way.

I can report to you and to the Subcommittee that we are moving to put onto the ballot and to dedicate a permanent revenue source to the funding of this light rail transit which is so important to Salt Lake City. Salt Lake City has terrible air problems. We have a serious problem because we are surrounded by mountains, have very high altitude low pressure inversions in the winter, and significant problems which ultimately an efficient mass transit system will help with. And this is the first step.

We are grateful to you for all you have done to help us. The state is willing to commit to a higher percentage than normal in the sharing. And so we look forward, Mr. Chairman, to the Subcommittee and the Committee continuing to help that job which you have already begun. We are very grateful for it.

Now with your permission, I would like to introduce Mr. John Pingree, whom you know, Mr. Chairman, the General Manager of the Utah Transit Authority. He is accompanied by Mr. Trent Jeppson, who is president of the Utah Transit Authority.

Mr. **LEHMAN**. Thank you.

Mr. **PINGREE**. Thank you very much, Congressman Lehman and Wayne, for those generous remarks. We appreciate the opportunity to come before you, and I will be very brief. I am not sure I can beat 92 seconds, but I will be very close to that as possible.

Utah Transit Authority serves an area along the Wasatch front of five counties. We serve a population of about 13,300,000 people, and we carry 19 million riders a year with 440 buses. In 1986, UTA was picked as the top transit authority for its size by the American Public Transit Association, primarily because of its innovation, cost efficiency and delivery of services.

We believe we are a very cost-efficient organization. Our current cost per mile is about $2.31. Our cost per passenger is $1.68. Since 1978, we believe we are one of two transit authorities or transit organizations in the United States who has been able to reduce its real dollar cost per mile of service.

Our board is locally appointed by the communities that we serve and is very stable. They can serve for two three year terms and then must go off. Our staff is very stable, representing 68 years of service—the office of the general manager and the four directors that report to that position. In our industry where there is a lot of turnover, we believe we represent a very stable organization.

I say all of this so that you can understand that we are not here asking for a change—you will not see change. We are very consistent in what we are going after, and that is to try to provide mobility to our community. We currently have very strong local support for this project. The state legislature in the last session, in January and February during its session, passed a proposition that was signed by the Governor about a month ago which allows us to go to the community of Salt Lake County and put before them the proposition of a one-quarter percent sales tax to support the building and operation of a light rail transit system.

Mr. **Lehman**. What percent?

Mr. **Pingree**. One-quarter of one percent. It will raise about $16 million, three-quarters of which will be committed to public transit. One-quarter would be committed to the highways in that corridor.

Mr. **Coughlin**. How much would it raise?

Mr. **Pingree**. About $16 million.

Mr. **Coughlin**. $16 million?

Mr. **Pingree**. Yes. In total, with three-quarters of that going for transit and one-quarter going for the highway.

Most recently, in November of this year, the communities of Northern Utah County elected to become part of the UTA, passed by a margin of three to one, a quarter percent to join and become part of the bus system. Prior to that, in 1985, we had an election in Provo/Orem, the community where Brigham Young University is located, and passed with a 60 percent popularity.

In the future, we hope to supply the community with mobility through a light rail transit system. This is a very modest, in terms of cost, system. We expect that 16 miles would cost about $150 million. That is in 1987 dollars, taking into consideration inflation, it would probably today cost $175 million.

Concurrent with that is the expansion of the bus system in Salt Lake County, which would roughly double in size for $80 million to feed into that light rail transit system.

The geography of Salt Lake County is very unique, as you know, Mr. Chairman. We are located in a deep valley with peaks on the east going to 8–10,000 feet, the Wasatch Range, and on the west, the Oak Range of mountains and then the lake. So everything moves in a north-south orientation. The people live in the south. Most of the jobs are in the north. And along the I–15 corridor is where most of the traffic travels—about 250,000 trips a day in that corridor.

We have been working with the Wasatch Front regional council, who about five years ago began the study of this corridor on how to improve mobility in that corridor. And they have suggested that the way to do that is with a study that was done jointly with Parsons Brinkerhoff of building two lanes of freeway in each direction, the addition of a light rail transit system and the expansion of the bus system. We expect that once this is approved by the voters and we have the local match, that within four years the rail portion of the project can be completed.

We are proposing an overmatch of 50 percent for the light rail project. Currently, your Committee has been generous in providing to us for preliminary engineering $3.75 million and $7 million for right-of-way acquisition. We are requesting in this current authorization $10 million more for right-of-way acquisition. The total balance then remaining to fund this project out of Section 3 would be $60 million, which could be funded over a four year period as we enter into the project after preliminary engineering.

In our community, the county commission appointed a business-government alliance to study this, and they came forward with a very strong recommendation that we build a light rail transit system and concurrently an expansion of the bus system.

Congressman Wayne Owens, as well as Senator Jake Garn have given very strong endorsements to this project. The original study had 33 alternatives looked at. That was narrowed to 12. And we believe with the public hearings that will take place on the 15th and the 17th of this next month that the preferred alternative that will be selected will be the light rail transit with the expanded bus and two highway or freeway lanes in each direction.

It is important that we receive the $10 million in this year's appropriation so that we might move ahead aggressively in negotiating the right-of-way for the light rail system. We believe that we have met all of the requirements UMTA has made of us through the alternatives analysis process, and now we look forward to the preliminary engineering and the right-of-way acquisition as the next logical step toward our goal of providing mobility and more transportation alternatives to the citizens of our community.

Thank you very much for the opportunity to share our testimony with you.

Mr. **Lehman**. Thank you. Mr. Jeppson.

Mr. **Jeppson**. Certainly I would concur, Congress Lehman, in appreciation of the opportunity to testify with you today. We have a viable system. We appreciate so much your support in the past and look forward to a continued relationship and fruition of a rail contribution.

Mr. **Lehman**. If you have a full statement, we will put it in the record. But you may continue if you wish.

Mr. **Jeppson**. Excuse me?

Mr. **Lehman**. Do you have a full statement you want to have put in the record, or do you want to read it here?

Mr. **Jeppson**. We would just ask that the statement be put in the record, please.

Mr. **Lehman**. It will be included in the record.

Congressman Owens, that concludes the testimony.

Mr. **Owens**. That is it, Mr. Chairman. Thank you very, very much.

Mr. **Lehman**. We will try to be as helpful as we can.

Mr. **Owens**. Thank you.

[The prepared statement of Mr. Pingree follows:]

TESTIMONY

UTAH TRANSIT AUTHORITY
3600 South 700 West
Salt Lake City, Utah 84119

Mr. John C. Pingree, General Manager

SUBCOMMITTEE ON TRANSPORTATION

of the

HOUSE COMMITTEE ON APPROPRIATIONS

April 24, 1990

Congressman Lehman and other distinguished members of the Subcommittee on Transportation Appropriations, thank you for giving us the opportunity to testify before you regarding public transit in our community.

We provide public transit in the metropolitan areas of Ogden, Salt Lake City, and Provo/Orem along the Wasatch Front in Utah. We serve approximately 1,300,000 population with 440 buses, and we carry approximately 19 million riders per year.

In 1986, the Utah Transit Authority was selected by the American Public Transit Association as its outstanding property for that year. In presenting the Award, APTA credited UTA's innovation, cost-efficiency, and delivery of services.

We work very hard to be good stewards of the public treasury. Our current cost per mile is $2.31; the cost per passenger is $1.68. We have been able to maintain any increases so that they do not exceed inflationary increases, i.e., since 1978 our costs in real dollars have actually decreased. By aggressively controlling costs and working within the community, we have been able to operate on a dedicated 1/4 of 1% sales tax as well as the operating assistance provided by Section 9 of the Surface Transportation Assistance Act. Our Board of Directors is appointed by the locally elected officials and can serve up to two, three-year terms, or six years, before being replaced. As a result, we have had a very stable Board of Directors which is evolving over time, and the Board has provided strong leadership to the staff at the UTA. The five top executives at UTA represent 68 years of public transit service in their current positions.

I mention all of this because I wish to point out that we are a very stable organization with mature management that is committed to building public transit in the greater Salt Lake City area.

We have strong support from our locally elected officials. In the most recent session of the Utah State Legislature, a bill was passed which allows for the County Commission in Salt Lake County to place on the ballot the question of funding public transit expansion with an additional 1/4 of 1% local option sales tax. This was signed by Governor Norman H. Bangerter, and we anticipate that the electorate in our community will have an opportunity to vote on this issue after January 1, 1991. We have recently conducted elections in Utah County in which public transit, on two different occasions, has passed with over-whelming majorities. That is, the electorate was asked to vote on paying for public transit with 1/4 of 1% sales tax. In the first election in 1985, it passed with a 60% plurality; and in 1989, it passed with a 75% plurality.

In the future, we hope to provide the community with additional public transit in the form of light rail and expanded bus service.

The funding requirements for this expansion are modest in terms of Section 3 funding. In 1987 dollars, the rail portion was projected to cost $150 million. Taking into consideration inflationary increases, we expect in today's dollars that it could be built for $175 million. The expanded bus portion is an $80 million expansion, and would expand our current bus fleet of 440 buses by 65% in the peak drive hours (280 additional buses in the Salt Lake County Area). This project is a balanced public transit project, with increases coming in bus service as well as a new transportation mode of light rail.

Salt Lake County is very uniquely oriented geographically. On the east side of the valley is the Wasatch Mountain Range, which reaches heights of 10,000 to 12,000 feet. To the west of the valley is a smaller mountain range, the Oquirrh Mountains, and the Great Salt Lake. Thus, everything in the community orients along a north-south access. The jobs are primarily in the northern part of the valley with most of the people living in the bedroom communities in the south part of the valley. There exists a rail right-of-way, as well as public road rights-of-way which could be used for a light rail transit corridor.

After the design phase, it is expected that the project would be completed over a four-year construction period, commencing upon a vote of approval, enabling the increased tax to be levied. We are proposing to fund 50% of the light rail project with local funds available from this tax increase. Thus, with what has already been set aside (earmarkings of $3.75 million for preliminary engineering and $7 million for right-of-way acquisition), and a requested $10 million sought for design and advanced right-of-way acquisition in the current authorization, a total balance of just under $60 million in Section 3 funds will be required (to be spread over the next four years) in order to build the light rail portion of this project.

In our community, the Salt Lake County Commission appointed a Joint Business Government Alliance to study the transportation needs of the Wasatch Front communities. They came in with a strong recommendation that a light rail transit system be built to meet the expanding needs of the north-south transit requirements along the I-15 Corridor.

Thus, with four Northern Utah County cities voting to come into our district and have public transit, the vote of the legislature, the support of the Governor's Office, and the supportive report of our leading business and government leaders, we feel we have strong community support for moving ahead with this project.

In addition, Congressman Wayne Owens as well as Senator Jake Garn of our State have given strong endorsement to moving this project ahead.

The original I-15 Corridor Alternatives Analysis Study was begun in 1984 by the central metropolitan planning agency of the state; the Wasatch Front Regional Council. This was a joint highway and transit project studied by Parsons Brinkerhoff Company of Los Angeles. When the study was initiated, the concern was mobility through the corridor, not any particular mode of transportation. Approximately 33 alternatives were carefully considered, and then narrowed to 12 alternatives. Eventually a couple of the most viable alternatives surfaced.

It became clear that expanded bus service, increased highway lanes, and the addition of a light rail transit system would provide the maximum mobility available in the corridor. With the funds already available for preliminary engineering, it is our intent to move ahead actively to accomplish preliminary engineering, while at the same time, beginning to investigate extensive right-of-way acquisition. The Urban Mass Transportation Administration has signed the Alternatives Analysis Report and has entered into discussions with us regarding Preliminary Engineering as the next step.

It is important that we receive $10 million in this year's appropriation, so that we might move ahead aggressively in negotiating for the right-of-way for the light rail system. We believe we have met all requirements UMTA has made of us through the Alternatives Analysis process, and now look forward to preliminary engineering and right-of-way acquisition as the next logical steps toward our goal of providing mobility and more transportation alternatives to the citizens of our community.

Thank you very much for this opportunity to testify before you. If you have any questions, I will be happy to respond.

Proclamation

WHEREAS, Earth Day 1970 was the largest organized demonstration in history, attracting more than 20 million people, and giving birth to the modern American environmental movement; and

WHEREAS, Earth Day 1990, to be observed on Sunday, April 22nd, marks the 20th Anniversary of Earth Day, and the beginning of a long-term commitment to building a safe, just, sustainable planet; and

WHEREAS, there is no disagreement at any level of government on one environmental issue: We must clean the air we breathe; and

WHEREAS, there is also no disagreement on the preeminent cause of America's air-pollution crisis: the long list of poisons produced by motor vehicles; and

WHEREAS, the 140 million cars in America comprise the majority of the world's vehicles, traveling almost four billion miles, burning over 200 million gallons of gasoline, and pumping four billion pounds of carbon dioxide into the earth's atmosphere each day; and

WHEREAS, at the same time, there is complete agreement on our nation's need for ever-increasing mobility, since America's economy and communities are built on our ability to move people and goods; and

WHEREAS, Earth Day 1990 Officials have therefore designated Thursday, April 19th as Alternative Transportation Day: and

WHEREAS, the Utah Transit Authority invites Wasatch Front residents to join commuters across our state and nation in cleaning up the air by decreasing the number of solo trips via personal automobile;

NOW, THEREFORE, I, Palmer A. DePaulis, Mayor of Salt Lake City, declare April 19, 1990, as:

ALTERNATIVE TRANSPORTATION DAY

in Salt Lake City, and encourage all residents to ride the bus, share a ride, ride their bicycle, or walk to and from work today, in observance of Earth Week. It will be a welcome change from solo driving, one worth repeating, and indeed, a breath of fresh air!

SIGNED AND SEALED this 19th day of April, 1990,

Palmer A. DePaulis

PALMER A. DEPAULIS, Mayor

April 12, 1990

FOR IMMEDIATE RELEASE

Contact:
Craig Rasmussen/UTA
287-4628

WHO SAYS YOU CAN'T CHANGE THE WORLD?

Earth Day 1990 -- coming up April 22nd -- carries the slogan, "Who says you can't change the world?" The answer, too often, is a resounding "we do!" Whether we realize it or not, we say so every time we use our automobile for a solo trip.

We sacrifice hours of time in clogged traffic during the commute to and from work. We sit back, listen to the local traffic report, and wait. After all, we can't change the world, can we?

Well, based on the latest assessment of air quality in our cities, the threat of continued global warming, our ever-increasing traffic congestion, and dependence on foreign oil, it looks like we're going to have to try.

The 140 million cars in America comprise the majority of the world's vehicles, travelling almost four billion miles...burning over 200 million gallons of gasoline...and pumping four billion pounds of carbon dioxide into the earth's atmosphere each day.

That's why Earth Day 1990 Officials have designated April 19th as Alternative Transportation Day.

The Utah Transit Authority urges you to join others in our community and across the nation in cleaning up our air. Ride the bus, share a ride, or walk or bike to work during Earth Week (April 16th through 21st), especially on Alternative Transportation Day, April 19th!

Who knows? We might find that chatting in our carpools, reading on the bus, or exercising our legs is a welcome change from solo driving, and worth repeating. We might even discover that, one by one, we can change the world after all.

And wouldn't that be a breath of fresh air?

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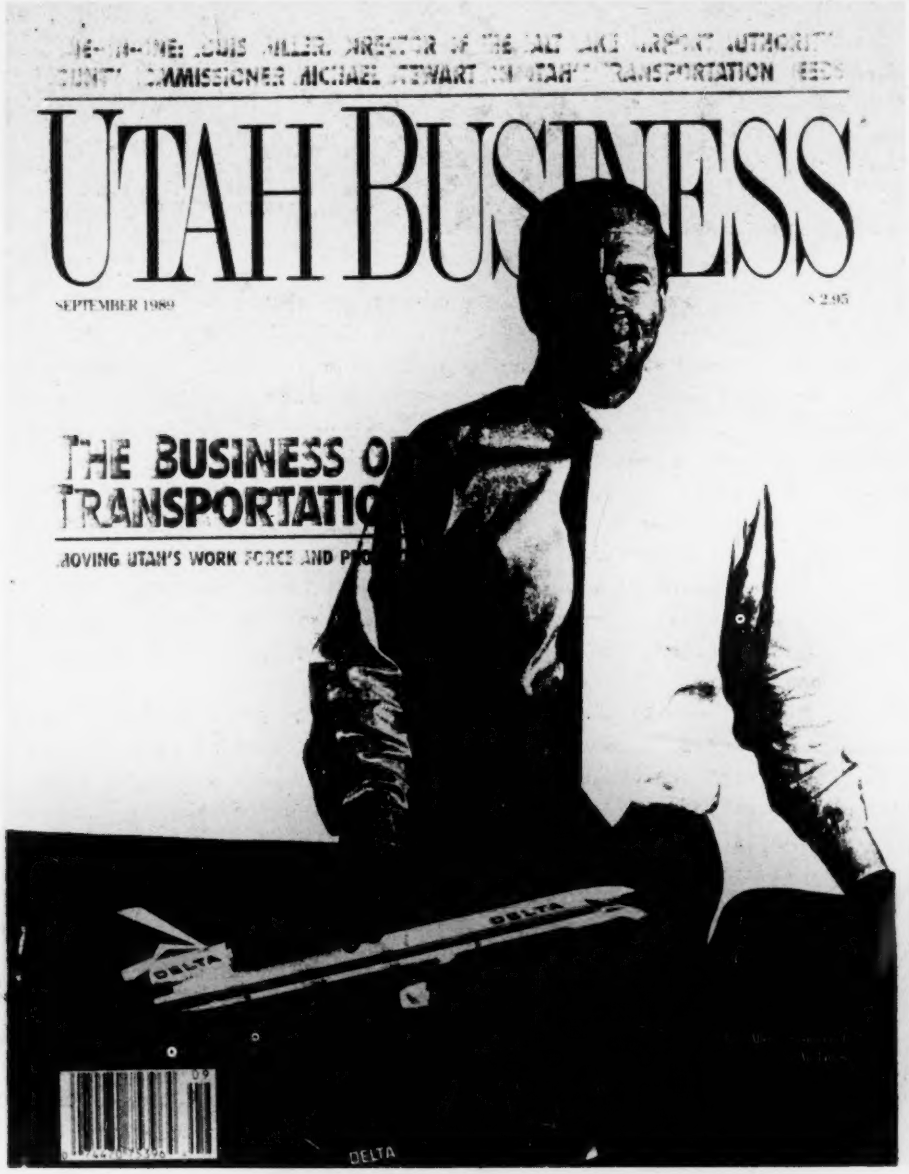


ONE-ON-ONE: LOUIS MILLER, DIRECTOR OF THE SALT LAKE AIRPORT AUTHORITY
COUNTY COMMISSIONER MICHAEL STEWART ON UTAH'S TRANSPORTATION NEEDS

UTAH BUSINESS

SEPTEMBER 1989

$ 2.95

THE BUSINESS O
TRANSPORTATIO

MOVING UTAH'S WORK FORCE AND PR

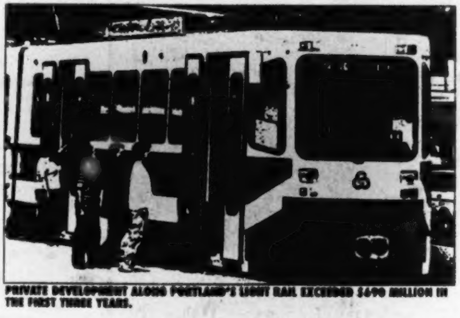
LIGHT RAIL TRANSIT

OFFERING ALTERNATIVES TO GROWING TRAFFIC CONGESTION

BY CRAIG RASMUSSEN

As American highways become increasingly congested, transportation planners are more often considering mass transit systems.

Today streetcars, more common in the first half of this century, are making a comeback. The congestion caused by metropolitan traffic has prompted planners to re-introduce streetcar systems—renamed Light Rail Transit (LRT)—to many cities across the country.



PRIVATE DEVELOPMENT ALONG PORTLAND'S LIGHT RAIL EXCEEDED $690 MILLION IN THE FIRST THREE YEARS.

Salt Lake City may soon join cities such as Portland, Ore., San Diego, Calif. and Buffalo, N.Y. that operate successful light rail systems. A proposal to build an 18-mile light rail system along the Wasatch Front is under consideration. The light rail proposal is one of 12 alternatives under consideration by the Utah Transit Authority (UTA) and the Utah Department of Transportation (UDOT) as a potential solution to decrease future commuter congestion along the I-15 corridor.

In 1984, the Wasatch Front Regional Council, the UTA and the UDOT identified 33 possible solutions to the growing transportation needs in the Salt Lake valley. A light rail system appears to be the most efficient and cost-effective choice.

LRT is an "improved" form of the trolley car systems of the early 1900s. The LRT can run with automobile traffic along city streets. Since electricity is supplied by overhead wire, there's no risk to pedestrians crossing the tracks.

Salt Lake's LRT proposal includes:

- An 18-mile long LRT system running parallel to the I-15 freeway from downtown Salt Lake to Sandy.
- An expanded east-west bus system to feed the north-south LRT alignment
- The addition of two lanes in each direction to I-15 along major portions of that highway.

The study projected transit improvements will cost $225 million. That includes $150 million to build the LRT and $75 million to expand bus service. Highway improvements will cost another $431 million. Existing federal and state resources could cover up to half the total capital costs of this alternative: the UTA favors a quarter-cent increase in the current quarter-cent local option sales tax to generate the remaining matching funds. This sales tax currently generates 70 percent of UTA's operating revenues.

If the LRT is approved, construction could begin in early 1991 and the system could begin transporting Wasatch Front commuters in 1995.

The LRT boasts a number of advantages:

- LRT is clean and quiet. Since light rail transit systems run on electric power, not internal combustion, LRT trains produce significantly less noise and air pollution than freeway traffic.
- LRT offers flexible capacity. The number of LRT cars per train as well as the frequency of trains may be increased or decreased to meet ridership demand. Calgary, Alberta's 14-mile long "C-Train," transports an average of 99,000 commuters each day. During the 1988 Winter Olympic Games, however, the Calgary LRT carried as many as 242,000 passengers in one day.

LRT has a maximum estimated passenger capacity equal to three to five lanes of average freeway traffic on an hourly basis.

- LRT systems attract economic development. According to James E. Cowen, general manager of Portland, Oregon's tri-county metropolitan transportation district, private development along Portland's Metropolitan Area Express (MAX) route exceeded $690 million within the first three years. Plans have been announced for an additional $440 million in development.

These factors have made the LRT one of the most popular—and most publicized—solutions to ease the growing burden on the Wasatch Front's transportation systems.

Perhaps the best case for the LRT's economic development advantages was made by Salt Lake Area Chamber of Commerce President Fred S. Ball in his speech at the local session of the National Transportation 2020 Forum held in March.

"...It is time for us to step beyond the freeways and look at the next facet of people movers in the Salt Lake Valley. We feel that the partial solution may be the expansion of existing freeways as has been proposed by several government ntities. At the same time, we hink we must move beyond that nd become more futuristic and tart thinking seriously about nass transit systems. We would ke very much to see those who ontrol the transportation future of his valley consider light rail, nonorail or metrorail systems hrough the Salt Lake Valley and erhaps into the canyons. Economic development has always been one of our prime considerations. Transit and transportation is a key ingredient in decisions made by prospects looking at the Salt Lake valley as a location to move or expand...." ■

Craig Rasmussen is the community relations specialist for the Utah Transit Authority.

No mistake
is more costly
than hiring
someone who
isn't fully
qualified
for the job.

[illegible]

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EDITORIAL PREVIEW

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THE UTAH TRANSIT AUTHORITY

MOVING PEOPLE

BY JOHN PINGREE

"Getting there is half the battle."

American commuters now find that the trip to the office, school or shopping mall can make "getting there" one of the more formidable challenges of the day.

According to the *Harper's Index Book*, about 13 million Americans commute from a suburb to a city to go to work; about 22 million others commute from one suburb to another.

A July 1988 census showed that Utah had approximately 1.7 million people living within its borders. Each working day, about 250,000 residents—a quarter million motorists—spend an estimated total of 55,000 hours commuting north and south through the center of Salt Lake County. This information is not surprising, considering that about 80 percent of the state's entire population lives along the Wasatch Front from Ogden to Provo.

In 1989, the majority of Utahns—like counterparts in major metropolitan centers across the nation—are spending a great deal of time, effort, money and sometimes even emotional reserves just "getting there."

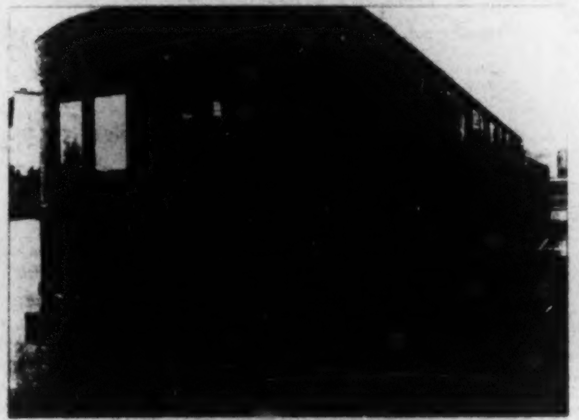
> *American commuters now find that the trip to the office, school or shopping mall can make "getting there" one of the more formidable challenges of the day.*

The Utah Transit Authority's (UTA) mission is to "provide mobility as a public service to an increasingly diverse, dynamic and growing community, while maintaining responsible management of its resources."

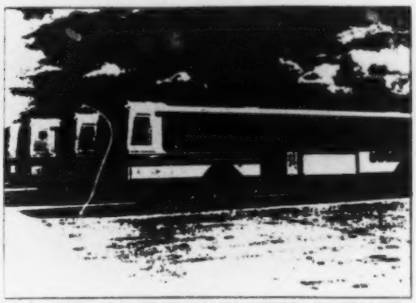
At the end of World War II, Americans began buying their own cars rather than using public transit. As a result, mass transit use dropped sharply. Interurban rail lines serving the Wasatch Front ceased operation by the early '50s, and by the late '60s private bus operators in the region were on the verge of financial collapse.

Federal mass transit legislation followed. In 1969, the Utah Legislature followed the example of the U.S. Congress by taking a long, hard look at future transportation needs along the Wasatch Front. That's the year lawmakers passed the Utah Transit District Act, which created the Utah Transit Authority. The act enables units of local government or organized public transit districts to operate across city lines.

The formation of UTA was approved by the voters of Salt Lake City, South Salt Lake, Murray, Sandy and Bingham in the 1969 municipal elections. Voters in the unincorporated area of Salt Lake County



THE UTA SERVES RIDERS ON 130 DIFFERENT BUS ROUTES ALONG THE WASATCH FRONT.



UTA'S 430 BUSES LOG AN AVERAGE OF 65,000 PASSENGER BOARDINGS A DAY.

added their endorsement in the 1970 general elections. Annexation was approved by the voters of Davis and Weber counties in November 1973, with formal annexation taking place in 1974.

In 1970, the Utah Legislature authorized the use of state liquor tax revenues to help fund the three-county public transit system, until a more permanent source of public funding was established. After the passage of necessary legislation by Utah lawmakers, local officials of the three counties voted to offer residents the option of increasing local sales taxes by one-quarter of 1 percent (a quarter cent) to subsidize the new public transit programs on a more permanent basis. On Nov. 5, 1974, the voters of Salt Lake and Weber counties approved a quarter-cent sales tax measure for public transportation. On November 4, 1975, a similar measure was approved in Davis County, opening the door to development of a truly regional transit system serving the Wasatch Front.

In August 1984, voters in Provo and Orem approved annexation into the UTA system, along with a quarter-cent sales tax to help cover operational costs of the system. Transit service in Provo and Orem began in January 1985 and included express bus service to and from Salt Lake City.

During its first year of operation, a total of 3 million passengers boarded UTA's 90 buses. UTA's 430 buses now log an average of 65,000 passenger boardings a day, serving 125 different bus routes along the Wasatch Front. UTA's Service District—geographically among the largest in the nation—covers 1,800 square miles. Its four maintenance/operations facilities are located in Ogden, downtown Salt Lake City, Murray and Provo.

UTA comprises about 940 employees, including 580 bus operators and supervisors, 200 maintenance employees and 150 administrative personnel.

Local-option quarter-cent sales tax revenues account for about 70 percent of UTA's $34 million annual operating budget. Passenger fares—among the lowest in the country— account for about 15 percent. Federal funds cover another 10 percent; 5 percent comes from such resources as bus advertising.

UTA's 12-member board of directors is composed of business and civic leaders from the community. Each director is appointed by the chief executive officer of his or her respective county or municipality, with the approval of the governing body thereof. Board members serve three-year terms; none can serve more than two successive terms.

In 1986, the UTA earned the American Public Transit Association's "Outstanding System Achievement Award" in its size category; the most prestigious transit industry award given in North America. The citation credited UTA's "innovation, cost-efficiency and delivery of services." UTA's award-winning efficiency and professionalism continue. While bus companies may typically spend from $4 to $6 per revenue mile, UTA spends about $2.50.

UTA provides a comprehensive bus system; eighty percent of its riders have bus service within two blocks of their homes.

A study completed by the University of Utah Bureau of Economic and Business Research concluded, "... the central business district of at least Salt Lake City and some of the area ski resorts cannot maintain themselves, let alone expand over time, without increased reliance on mass transit."

As the transportation challenges of a new decade and century dawn, UTA will be a key to providing access to business, home and recreation

"Getting there" is half the fun. ■

John Pingree is general manager for the Utah Transit Authority.

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TUESDAY, APRIL 24, 1990.

FEDERAL AVIATION ADMINISTRATION, FEDERAL HIGHWAY ADMINISTRATION

WITNESSES

HON. DAN GLICKMAN, U.S. REPRESENTATIVE FROM THE STATE OF KANSAS

HON. BILL EMERSON, U.S. REPRESENTATIVE FROM THE STATE OF MISSOURI

Mr. GLICKMAN. Mr. Chairman, I would ask, Mr. Emerson is with me. We have two panels, but if he could come up, it would expedite matters.

Mr. LEHMAN. All right. You know how to do it.

Mr. GLICKMAN. Mr. Chairman, quickly I will put something in the record in terms of a request that effects my district exclusively. And then Mr. Emerson and I would like to talk for a moment about feasibility funds for a new interstate, Interstate 66.

In terms of my own district, Mr. Chairman, this Committee has helped me out before last year, appropriating $2 million for the Institute for Aviation Research at Wichita State University. That institute has in the last year or two achieved world-renowned recognition in the area of geriatric aircraft—basically older airplanes falling apart, as you know, as well as deicing and human factors. And I would ask this Committee to continue work that NASA, the DOD and FAA have been involved with before.

Secondly, I am asking your consideration on two projects involving U.S. 54 in Wichita. One concerns $11.3 million in federal funds to widen an interstate highway where the airport is — Mid Continental Airport in Wichita. And the other is an interchange on the east side of town. My statement will appear in and of itself. And both of these are very important to me.

Finally, I would like to bring to the Subcommittee's attention the request that will be presented in just a moment by the I-66 Committee. Mr. Chairman, they are here with us: Dr. Lonnie Heffner, Director of Governmental Affairs; Glen Daugherty, Executive Director; and Walter Wildman, Associate Director and Founder of the I-66 Project Committee.

We are asking for the inclusion in this year's Appropriations Bill of a feasibility and environmental impact study to develop a 2,400 mile interstate corridor stretching east to west from southwest to northeast across America.

Termed the I-66 corridor, it begins in California between Bakersfield and Fresno; through Las Vegas; southern Colorado; Wichita, Kansas; Cape Girardeau, Missouri; Paducah, Kentucky; and on into Washington, D.C. and Baltimore, connecting with the existing I-66. It is, we believe, an important addition to the interstate corridor. And we would ask for your assistance to fund a feasibility and environmental impact study evaluating the merits of this proposal which has a fairly extensive grass roots network across the country.

About 25 percent of this road is already built in the form of interstates west of Washington and tollways in Kentucky, but we believe that this is something that is needed to add additional east-west traffic across this country of ours. Now I would like to see Mr. Emerson, if he would have any additional comments on that.

Mr. **Emerson**. Mr. Chairman and Mr. DeLay, I concur wholeheartedly in the remarks of the gentleman from Kansas and urge your serious consideration of the proposal that will be presented by the grass roots network to which Mr. Glickman referred. I think a number of people with great vision across the country have conceived this idea that addresses significantly what is an existing transportation need and is going to become ever more so as we look into the interesting and complex times of the 21st century.

With that, I want to repeat my strong support for the comments made by Mr. Glickman and urge this Subcommittee and the full Committee's most serious consideration of the proposal that will be presented to you here this afternoon.

Mr. **Lehman**. Thank you both. Usually we hear from Mr. Glickman, but not on surface transportation. You usually are a little higher up in the air than that.

Mr. **Glickman**. Well, we put them both together this time. Mr. Chairman, the gentlemen are here. They need not, you may not feel, to make a full statement. But they are here and they have a written statement for you.

Mr. **Lehman**. Well, suppose we put the written statement in the record and you recognize them each by name and title and responsibility.

Mr. **Glickman**. We introduce Dr. Lonnie Heffner, who is Director of Governmental Affairs; Glen Daugherty, Executive Director—Glen is from Wichita; Walt Wildman, the Associate Executive Director and Founder of the I-66 Project Committee. This is, of course, something that they believe that there needs to be some expansion of the interstate network in this country, and particularly one that would connect the east and west but go kind of in a diagonal fashion.

As I said, there is a lot of grass roots support in this country for this project. And they would like to see some feasibility and engineering studies to see if it makes sense according to the experts.

Mr. **Lehman**. And on another subject, I cannot help but extend my admiration to Bill Emerson for the good work he has done in the famine areas throughout the world.

Mr. **Emerson**. Thank you.

Mr. **Lehman**. Keep up the good work.

Mr. **Emerson**. Thank you.

Mr. **Lehman**. Mr. DeLay.

Mr. **DeLay**. I appreciate you coming. It is a very interesting project. Will this cause the resurrection of that great TV show if we call it the I-66?

Mr. **Glickman**. Mr. DeLay, it might and we will get you a spot, either a special or a full-time position on that if you want.

Mr. **DeLay**. I think we need to resurrect Route 66, Mr. Chairman. That is not to state a commitment for the project. [Laughter.]

It is a very interesting concept and I think would lighten the load on this central air service myself, Mr. Chairman. And I appreciate your coming. It is a very interesting project. I am looking forward to working with you.

Mr. **Lehman**. Thank you, Mr. DeLay. Thank you for being here.

Mr. **Glickman**. Okay.

Mr. **Lehman**. Yes.

Mr. **Glickman**. Okay. Thank you very much.

Mr. **Emerson**. Thank you. Thank you.

[The prepared statement of Mr. Glickman, follows:]

TESTIMONY OF CONGRESSMAN DAN GLICKMAN (KS)
BEFORE THE HOUSE APPROPRIATIONS
SUBCOMMITTEE ON TRANSPORTATIONS
APRIL 24, 1990

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE: Thank you very much for allowing me to testify before you today. I am here to request federal funding assistance for four different projects in my Congressional district.

First, I come here today to request continued federal support, in the amount of $3 million, for the Institute for Aviation Research at Wichita State University. Created in 1985, the Institute's goal is to work with industry and all levels of government to help the United States maintain its leadership in aviation through the creation and timely transfer of technical knowledge and the research training of scientists and engineers. In recent years this Subcommittee has shown justified confidence in the quality of work performed by the Institute. To date, the federal government has provided over $10 million of well-spent funds to ensure this important institution continues their national leadership in aviation research.

The Institute will soon dedicate a recently completed 74,000 square foot laboratory which is equipped with millions of dollars in aviation research equipment and supercomputing capabilities. The Institute has active cooperative agreements with other universities, NASA, the Department of Defense and the Federal Aviation Administration (FAA), and has been able to respond to many of the FAA's requests for research and development proposals, including work in the following areas: development of a national aviation operator identification data bases, tilt-rotor wakes, robotic-assisted structural inspection devices, air traffic control software systems and other software reliability, improved crashworthiness, electro-impulse de-icing technology, human factors research and stall/spin prevention. The University is also involved in structures research on aging aircraft, including advanced composite material development.

Both the University and the Wichita Community, known as the "air capital of the world," because it is home to the corporate world headquarters for Beech Aircraft, Learjet, and Cessna, as well as the largest single aviation manufacturing site in the world at Boeing, offer excellent resources for the Institute. I appreciate this Subcommittee's past support and ask for its continuation to ensure this national center for aviation research will play a key role in maintaining our nation's international leadership in aviation research, technological development and production.

In addition I would like to bring to your attention my Congressional district's urgent need for $32.3 million of federal funding for improvements on Kellogg Avenue (United States Highway 54).

There are two components of the needed expansion of Kellogg/US 54. The first pertains to the freeway link between Mid-Continent Airport on the west side of the city and downtown Wichita. The city of Wichita has determined this project will cost $16 million of which the city is committed to provide $4.7 million. On behalf of the city of Wichita, I request this Subcommittee appropriate $11.3 million in federal funding to assist the city in completing this needed work.

Presently, the only impediment to efficient travel from the central-business district to the airport is the Dugan Road interchange on Kellogg/US 54. The west side of Wichita has been the fastest growing residential area in the city over the past decade. This population mass is contributing markedly to the travel demand on Kellogg, but residential growth explains only part of the congestion problem.

Commercial development in the western part of the city has steadily grown, particularly at or near the Kellogg and Dugan exchange. It is anticipated that 530,000 more square feet of retail space will be added in this immediate area over the next decade, further increasing significantly the traffic demands in the area.

Projected traffic volume of 74,000 vehicles per day indicates the need for a six-lane, controlled access freeway. A frontage road system on both sides of the freeway will be necessary to allow local access to abutting properties. Federal funding is necessary to ensure that the city meets the dual needs of serving the abutting development while providing safe, efficient operation to through traffic on Kellogg/US 54.

Additionally, it is important to remember the federal government already has made a strong commitment to Wichita's Mid-Continent Airport, and this investment now must be protected with an efficient highway to move travelers from Wichita and throught the midwest region to the airport. Without such improvements in the road leading to the airport, the benefits derived from recent airport improvements will not be fully realized by residents of the region. Further, commerce in the area will be jeopardized without an efficient road, making it more difficult for the city to generate increases in local revenue.

A key factor to address these mounting traffic needs and deficiencies along Kellogg/US 54 is the expedited implementation of this $16 million improvement to the Kellogg at Dugan interchange. I urge the Subcommittee to assist the city by providing a federal share of $11.3 million.

The second component of work on Kellogg/US 54 in need of federal assistance is the interchange at Kellogg and Oliver. The estimated cost of this portion of work is $42 million, of which the city of Wichita can provide half the funding. I request that the Subcommittee assist the city and provide the matching $21 million.

This area along the East Kellogg corridor is an equally critical link in the transportation network as the previous Kellogg project I highlighted. This component of Kellogg/US 54 serves over 40,000 vehicles per day and connects major regional roads such as I-35 (the Kansas Turnpike), I-135, and K-96 east of the city with the central city. Like the exchange at Kellogg and Dugan, the project I previously highlighted, congestion and operating levels at the Oliver exchange have intensified in recent years as a result of development in the eastern sectors of the city.

Traffic volumes along this corridor have nearly doubled in the last twenty years and are projected to double again during the next twenty years, have created a breakdown of service levels all along this corridor during peak hours resulting in high accident rates. Construction of an interchange on Kellogg at Oliver and a controlled access freeway will alleviate a major traffic bottleneck and high accident segment in the city.

This project is listed as a priority project for the State of Kansas under Title I Federal Aid Highway Act of 1987. This East Kellogg corridor is also among the top transportation priorities of the city of Wichita. Eastern and Northeastern Wichita have been the primary economic development growth areas in the city over the past 15 years.

Completion of improvements to the US 54 corridor and the K-96 Bypass will enhance opportunities for development in this half of the city and increase the area's economic potential. Therefore, I request that the Subcommittee provide $21 million to match the local contribution.

Without question, Kellogg/US 54 is the most important road in my community, and holds the key to future growth of the city. It is the link between two interstate transportation systems, I-135 and I-235. Kellogg/US 54 serves as the major east-west traffic artery in Wichita, and is the only east-west highway capable of being upgraded to a six-lane freeway. This is important because of the tremendous traffic congestion along this road as a result of Wichita's strong growth during the past twenty years. While our community has expanded in every direction from the central city, our highway system has not kept pace, and hence transportation mobility is stymied by this antiquated thoroughfare.

Several studies have been made over the past two decades to identify ways to alleviate east-west traffic congestion within the city of Wichita. The recurring conclusion in these studies has been that Kellogg/US 54 will continue to be the heaviest traveled east-west artery in the city, even after major improvements to parallel streets are completed.

With its access to downtown, it is necessary that Kellogg/US 54 be efficient if Wichita is to be successful in revitalizing our downtown area, one of my city's key objectives. City leaders are actively working with developers to construct a first-class hotel in downtown. An efficient road would enhance our ability to attract major conventions, as a good highway system would accommodate people traveling to our city either by air, or by using the highway system and improve access to downtown.

In 1985, the city of Wichita enacted a one cent sales tax, of which one-half has been set aside for street, highway and bridge improvements. While the city has collected nearly $13 million annually for road improvements and $18 million of unappropriated sales tax revenue, these dollars are not sufficient to meet the city's needs, which exceed $400 million worth of road improvements alone. Last year, the State of Kansas enacted a $2.6 billion highway improvement program, of which $600 million will go to system enhancements. The State also increased the sales tax, motor vehicle registration fees, sales tax transfers and committed to a bonding program to help fund highway improvements. Although the state program is a major step forward in financing highway needs, the requests for dollars far exceeds available funding. The city, therefore, cannot be assured of state matching dollars and must look to the federal government for assistance.

Fourth and finally, Mr. Chairman, I would like to bring to the Subcommittee's attention the request that will be presented in just a minute by the I-66 Committee, for inclusion in this year's appropriation bill of a feasibility and environmental impact study to develop a 2,400 mile interstate corridor stretching east to west across America. Termed the I-66 corridor, it would create jobs and increase accessibility, tourism, and economic impact throughout this nation. Recently the headquarters of the National Steering Committee was moved to Wichita, a city through which the current proposed highway runs, and Wichita Mayor Bob Knight was made Chairman. I have seen the hard work which has been performed by the committee to secure state and local funding along the route.

Only two major east-west highways exist in the United States, Interstates 40 and 70. The transcontinental Interstate 66 project as conceived and presently proposed would traverse the country along an alignment generally midway between I-40 on the South and I-70 on the North. The initial conceptual 50 mile wide corridor would cross parts of 12 states. Interstate 70 was constructed to handle 7% truck traffic, but is currently handling nearly 33%. I-40 has an even higher level of truck transportation at this time. The need for relief on the east-west interstate system is crucial to avoid deteriorization and system overload. Further the mileage savings will range between 200-400 miles off of the current transcontinental route from California to the population centers in the northeast. It will also allow trucks to bypass major metropolitan communities with their already heavy local traffic. An added benefit would be the opening of the north rim of the Grand Canyon for tourism and major access to economically depressed areas of the Mississippi Valley and Appalachia.

I encourage the Subcommittee to listen to the comments of the I-66 project Committee and to strongly consider their request to provide federal assistance to the states to fund a feasibility and environmental impact study evaluating the merits of their proposal. Again, thank you for allowing me this opportunity to testify.

Tuesday, April 24, 1990.

INTERSTATE COMMERCE COMMISSION

WITNESS

WILLIAM P. JACKSON, CHAIRMAN, LEGISLATIVE COMMITTEE OF THE TRANSPORTATION LAWYERS ASSOCIATION

Mr. Lehman. Mr. Jackson. Welcome back.

Mr. Jackson. Thank you, Mr. Chairman, Mr. DeLay. I am privileged to be back for the second year to talk to the Subcommittee about the Interstate Commerce Commission's budget.

This year, I hope I am a little bit better prepared than I was last year, because I have some numbers. Last year, I had just been appointed Chairman of the Legislative Committee for the Transportation Lawyers Association. This year, I have got a year under my belt.

And I think it is safe to say that what has been proposed as the budget for the Interstate Commerce Commission for fiscal year 1991 is just not adequate. And I think that this is borne out by the ICC's own budget submittal which was made both to Congress and to OMB in September of 1989 in which the Interstate Commerce Commission said that it needed 701 staff years, and it needed approximately $46 million. The exact numbers in my statement, and I would request that that be admitted into the record in this proceeding.

Mr. Lehman. Without objection.

Mr. Jackson. And we think that that is actually a rock bottom floor—that anything below that is going to be significantly detrimental to the agency in the performance of its mission. What has happened is that OMB has come in and unilaterally cut the budget and sent it back to the ICC. The ICC had a Chairman who, bless her heart, was on the way out the door at the time. And she was not in a position to really support anything other than what OMB was telling her to do.

We have got a new Chairman. I am very impressed with the man. I have occasion to meet him and talk with him. He is motivated to do a good job. He feels he has a commission to make the Interstate Commerce Commission work and perform the functions assigned to it by Congress. And as long as the Interstate Commerce Commission does exist, and until this Congress sees fit to abolish it, it needs the money to do its job. And we are here today to support that. And I think there are some other reasons in my statement, but I will observe the Glickman principle here.

Mr. Lehman. The data you have in your statement, of course will be included in the record.

Mr. Jackson. Thank you, sir.

Mr. Lehman. Mr. Coughlin.

Mr. Coughlin. No questions, Mr. Chairman.

Mr. Lehman. Thank you very much.

[The prepared statement of Mr. Jackson follows:]

BEFORE THE
HOUSE APPROPRIATIONS COMMITTEE
SUBCOMMITTEE ON TRANSPORTATION
WASHINGTON, D.C.

STATEMENT OF THE TRANSPORTATION LAWYERS ASSOCIATION REGARDING THE 1991 FISCAL YEAR BUDGET OF THE INTERSTATE COMMERCE COMMISSION

William P. Jackson, Jr.
Jackson & Jessup, P.C.
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Arlington, VA 22201
(703) 525-4050

Chairman, Legislative
Committee
Transportation Lawyers
Association

BEFORE
THE HOUSE APPROPRIATIONS COMMITTEE
SUBCOMMITTEE ON TRANSPORTATION

STATEMENT OF THE TRANSPORTATION LAWYERS ASSOCIATION REGARDING THE 1991 FISCAL YEAR BUDGET OF THE INTERSTATE COMMERCE COMMISSION

Summary of Position

As has been the case for a number of years with increasing severity, the Interstate Commerce Commission is underfunded. The Office of Management and Budget has unilaterally cut the budget which was submitted to Congress and OMB in September 1989 from 701 to 645 staff-years. This cut was not requested by the ICC, and is not program driven. It has not been justified by OMB or the ICC. The ICC is a relatively small agency which spends about 85 percent of its budget on personnel. There is no fat. Although the ICC is an arm of Congress, the Chairman of the ICC is appointed by and serves at the pleasure of the President, and has done so since then-President Nixon obtained power to appoint the ICC chairman under Reorganization Act No. 1 of 1969. Congress and this Subcommittee should take a hard look at how this has impacted the performance by the ICC of its duties. Insofar as this Subcommittee is concerned, it should keep in mind how difficult it is for any chairman of the ICC, under the present arrangement, to ask Congress directly for funding in excess of that approved by OMB. We applaud the new ICC Chairman in his initial efforts to make the agency more responsive to Congress and the public, but are gravely concerned that lack of funds will hamper the agency from performing its mission. Every agency chairman owes a duty to Congress to answer candidly questions put to him. This Subcommittee should ascertain, by appropriate questions to the ICC's Chairman, just what he projects the ICC's needs to be. When he last testified before this Subcommittee, Chairman Philbin had been in office only a few days. He should now be invited to submit additional responses to specific budget inquiries based on the experience he has had subsequently.

Statement on Behalf of the Transportation Lawyers Association

Mr. Chairman and Members of the Subcommittee, the Transportation Lawyers Association (TLA) would like to express its thanks to you for the opportunity to again comment on the Interstate Commerce Commission's budget. For many years, TLA has submitted testimony both in writing and orally before this Subcommittee on the ICC's budget. TLA is an association of lawyers who practice in the field of transportation law. By no means do we all practice exclusively before the ICC; most of us are engaged in litigation and counseling activity which is much broader that that within the aegis of the ICC. TLA has members in every state of the Union and in several foreign countries. We observe and experience the impact of inadequate or improper performance of its duties by the ICC upon our clients. We are, therefore, vitally concerned with the administration of justice and the quality of that administration.

At a meeting of its Executive Committee in San Francisco in January 1990, it was decided unanimously that the most pressing concern of the Transportation Lawyers Association in the legislative arena was the lack of budget resources available to the ICC. As Chairman of TLA's Legislative Committee, I was directed to take all possible steps to see to it that funding for the ICC was increased above the inadequate level proposed after the last OMB passthrough, which had resulted in a cut from the ICC-adopted staffing level of 701 down to 645 for FY 1991. In dollars, the cut was from $46.940 million down to $43.777 million, or approximately 6.74 percent. This cut is totally unjustified from a programs standpoint, particularly since the ICC has observed in a number of different proceedings, including a policy statement regarding its participation in court cases, that it does not presently have the resources it needs.

As in my testimony on behalf of TLA last year, it remains TLA's belief that the ICC budget does not give the agency adequate resources with which to perform its assigned mission. It should be noted that the ICC Chairman who last year so vigorously opposed the modest increase in funding TLA proposed was herself hostile to the very existence of her agency. Yet that same Chairman, literally on the way out the door, worked hand in glove with OMB to further cut funding for the ICC. To allow that action to stand without intensive Subcommittee review would be unfair in the extreme to the new Chairman and the agency itself. The budget which you have before you now, which was submitted in January 1990, was adopted on a 3-2 vote by the ICC. Had the departing Chairman not voted, adoption of the budget would have failed, leaving the budget adopted and transmitted to OMB and Congress in September 1989 as the only ICC-approved budget for FY 1991.

No justification has yet been heard for the budget reduction impressed on the ICC by OMB, nor has any consideration been given to further reductions which might take place as a result of the sequestration process under the Gramm-Rudman-Hollings Act.

The ICC is a small agency, as Federal agencies go. It devotes a large share of its appropriated resources to funding for personnel. Approximately 85 percent is so used. When sequestration occurs, personnel cuts are inevitable if the agency is fully using its funding authority. To think that the ICC would have to absorb an additional five percent cut in its budget, for example, would lead to the conclusion that at least an additional 30 positions would be lost by an agency that doesn't even have the personnel to return its telephone calls.

If I may digress by way of illustrating the above remark, one of my associates was told earlier this month by a sergeant in the North Dakota Highway Patrol who is in charge of the oversize and overweight truck permitting branch for North Dakota that for five years he and his staff had reported illegal operations in writing to the Chicago ICC Regional Office, and had also made complaints to a telephone answering machine, as requested by the ICC's staff, of numerous instances of illegal operations by carriers transporting oversized loads who did not have ICC operating authority.

Despite repeated requests to the answering machine, no one has ever called back the sergeant or his staff. Nor did they get written responses. They have come to look upon the ICC as totally disinterested in enforcing the law under which it operates. This, I submit, is a symptom of an agency that has both been inadequately supervised and poorly funded; the first flows from the second. Why is this important from a public interest standpoint? One carrier, O'Neil Trucking Company, of Williston, ND, estimates that it has lost between ten and thirty percent of its business--and it is not a large company, grossing about $1,400,000--to illegal operators who are able to charge lower rates because they do not carry the liability insurance in the amount required for an ICC-regulated carrier. I reiterate what I told the Subcommittee last year: enforcement efforts of the ICC are woefully lacking, and in the area of totally illegal truck operations are practically nonexistent. Where is that level playing field that everyone agrees competitors are entitled to, so that the free market can really work? Even the most ardent proponents of abolishing the ICC agree that protection of the public through adequate insurance is an absolute necessity, but without ICC enforcement illegal carriers are covering themselves with only the minimum required by state law, frequently $50,000, instead of at least $750,000 required by federal law. More importantly, how can one justify the costs of good citizenship when those flouting the law for gain go unhindered?

What did the ICC say it really needed, even under the chairmanship of former ICC Chairman Heather Gradison, before OMB got into the act? The best evidence is the ICC's own document, which was filed with Congress in September 1989. Attached hereto as Exhibit A is an extract from that document, entitled Budget Estimates Fiscal Year 1991 (September 1989). Please note that TLA believes even those numbers are too low to permit the ICC to do the tasks assigned to it by Congress in accordance with Congressional intent. Nevertheless, that document should establish a floor for ICC funding, since it represents a hostile estimate compiled under the leadership of departed Chairman Gradison of the money needed by the ICC in FY 1991. It should be remembered that the Chairman of the ICC who controlled the preparation of that document was an ardent advocate of killing the agency. The ICC needs at least 701 staff-years in FY 1991, with appropriate funding.

Three portions of the September 1989 document have been included in Exhibit A. These are the sections entitled "Summary and Highlight Statement," "Salaries and Expenses," and "Cost Justifications."

Under the former ICC Chairman, the Office of Hearings was reduced in size by 95 percent from its size at the onset of administrative deregulation. The unit was purposely starved for work that should legitimately have been handled by it. Discovery in ICC proceedings became a nightmare of delays and superficial decisions designed to eliminate that searching inquiry for the truth which is the bane of misstatements and attempts to cover up essential facts. Under the direction of Chairman Philbin, use of Hearings personnel to handle discovery matters has become established, as it should be. Oral hearings in rail abandonment cases are being set with increasing frequency in affected areas, as they should be. All of this is not without cost, however. It is essential that more money be allocated to the Office of Hearings, so that proper factual inquiries may be made into those matters which the ICC needs to explore in order to make rational, informed decisions. We applaud the efforts of Chairman Philbin to reform the basic structure of the ICC, and to make it more responsive to the public interest and more attuned to Congressional intent. Chairman Philbin should be specifically requested by this Subcommittee to furnish information as to how much funding should be increased for the Office of Hearings, based on his experience since taking office.

Congress should not allow to happen by budget manipulation that which it refuses to directly permit: abolition of the ICC. The gradual strangulation of the ICC through cutting its budget is no more to be countenanced than the economic strangulation of the Republic of Lithuania by the U.S.S.R. By allocating less money than it would take to build a mile of urban interstate highway, the ICC's budget woes can be substantially ameliorated. The importance of informed ICC action to the nation's economy is immense. The public interest will continue to be harmed if ICC budget needs are not adequately addressed. Give Chairman Philbin a fair chance: ask him directly how much money in his opinion is needed for each agency function. Throw out that perverse and entirely unjustified joint creation of OMB and the departed chairman, and take a fresh look at the ICC's budget. Moreover, direct Chairman Philbin to report in six months on whether or not, in his opinion, a supplemental appropriation is needed for the ICC over and above that contained in the budget which will be approved by this Subcommittee. Congress and this Subcommittee should see to it that their own instrumentality--the ICC--is not thwarted in the accomplishment of its mission by lack of needed funds.

Respectfully Submitted,

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Chairman, Legislative Committee
Transportation Lawyers Association

EXCERPTS FROM
INTERSTATE COMMERCE COMMISSION
BUDGET ESTIMATES FY 1991
(SEPTEMBER 1989)

EXHIBIT A

SUMMARY AND HIGHLIGHT STATEMENT

The Interstate Commerce Commission is an independent agency created by Congress to regulate interstate surface transportation in order to ensure that the public has an adequate, efficient transportation system.

The Commission's FY 1991 budget request, under current legislation, totals $46.940 million and provides for 701 staff-years. The staff-year request represents a 66-percent reduction in staffing since 1979. This decrease is illustrated by the chart on page 4.

The Commission's FY 1991 budget provides for the performance of our present regulatory duties. This budget assumes no legislative changes. The charts on pages 5-8 illustrate the planned distribution of staff resources by mode, carrier type, and office for FY 1991.

The FY 1991 budget request reflects the Commission's continuing commitment to make efficient use of resources by proposing a funding level adequate to meet management objectives and commitments while responding to the national objective of reducing the Federal deficit and controlling Federal spending. The Commission has recently made significant progress in reducing pending cases in several areas. Some of the more significant motor accomplishments include: preparing a final rule for submission and evaluation of safety fitness evidence in licensing proceedings; completing final or interim action on all motor rate bureau cases; developing a new licensing application for permanent and temporary authorities to simplify the process for the public; preparing numerous decisions establishing the Commission's jurisdiction in cases where lower rates were negotiated but never filed; continuing to resolve conflicts of intrastate and interstate jurisdiction; and modifying regulations to simplify transfer of operating authority.

The Commission recently approved revisions to its tariff regulations to allow motor carriers the option of filing tariffs electronically. Prior to the effective date and in response to the concerns of the trucking industry, the Commission stayed implementation of these regulations to examine further that industry's concerns.

In the rail program, the Commission issued a number of decisions on policy issues and pending cases dealing with market dominance, rail line abandonment, competitive access, rate reasonableness, and revenue adequacy. Some of the more significant rail accomplishments include: resolving issues pertaining to rates on recyclable commodities, including the rules and procedures for monitoring statutory compliance and rate reasonableness; establishing the procedural rules for review of arbitral awards regarding Commission imposed employee protective conditions; pooling of car service with respect to flatcars (Trailer Train); adopting streamlined procedures for State recertification of intrastate railroad regulation; addressing the implementation of the National Trails System Act involving the environmental effects of interim trail use, allegations of unconstitutional taking of reversionary property for interim trail use, and the regulation and reporting of maintenance of trails; and amending abandonment regulations as to the treatment of return on investment for equipment as an element of avoidable cost, the reallocation of the burden of proof as to property taxes, and the expansion of the offer of financial assistance program.

The Commission exercised its directed rail service authority when the Delaware and Hudson Railway Company filed for Chapter 11 bankruptcy reorganization on June 20, 1988, and shippers were threatened with loss of rail service. The Commission ordered directed rail service on the Delaware and Hudson lines to be provided without Federal subsidy or compensation by the New York, Susquehanna and Western Railway Corporation through February 13, 1989. Subsequently, the Commission determined and certified that an emergency situation having an adverse effect on a substantial region of the United States existed and issued an emergency order effective through March 16, 1990.

The Commission has continued to implement findings of the Railroad Accounting Principles Board (RAPB). Recent implementation actions include: adopting the Productivity Principle for calculating the Rail Cost Adjustment Factor; issuing a proposal to adopt the Uniform Railroad Costing System as the preferred general purpose costing system; modifying the rules regarding abandonment and light-density surcharge proceedings to comply with cost-of-capital principles; adopting the Entity Principle used in revenue adequacy determinations; and evaluating compensation for competitive access in merger cases. The Commission has now forwarded to Congress three semi-annual reports on the status of RAPB implementation.

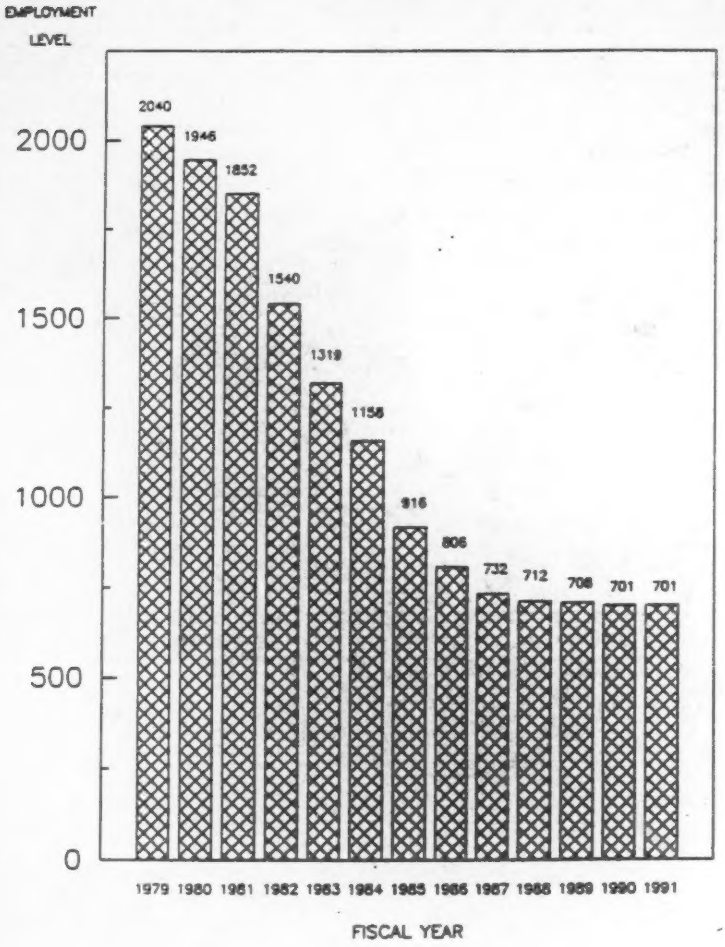
The increase in the FY 1991 budget estimates is due primarily to higher costs for personnel compensation and benefits associated with the proposed 3.6 percent general schedule pay raise for January 1990 and the increase in the Government's share of health benefits premiums. The non-pay inflationary cost increases relate to rental payments to GSA, communications and utilities, and supplies and materials. The decreases in the cost of benefits to former Commission personnel, travel, and furniture and equipment will partially offset the requested increase.

COMMISSIONER LAMBOLEY, commenting:

I do not agree with the resource commitment for the Office of Proceedings and the Office of Compliance and Consumer Assistance. Further, in my view, the non-personnel allocations do not anticipate resource needs that may be associated with office automation and the development of an electronic tariff filing system.

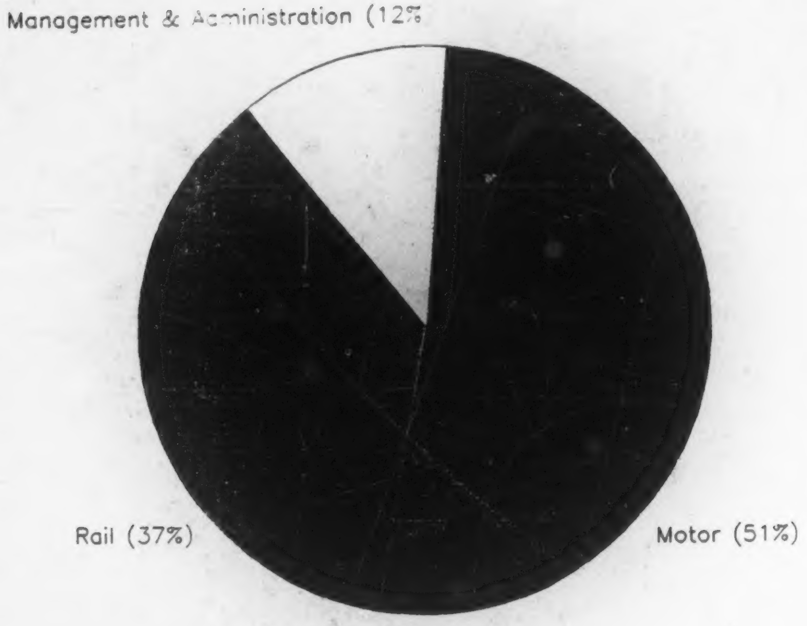
INTERSTATE COMMERCE COMMISSION

AVERAGE EMPLOYMENT: 1979 - 1991



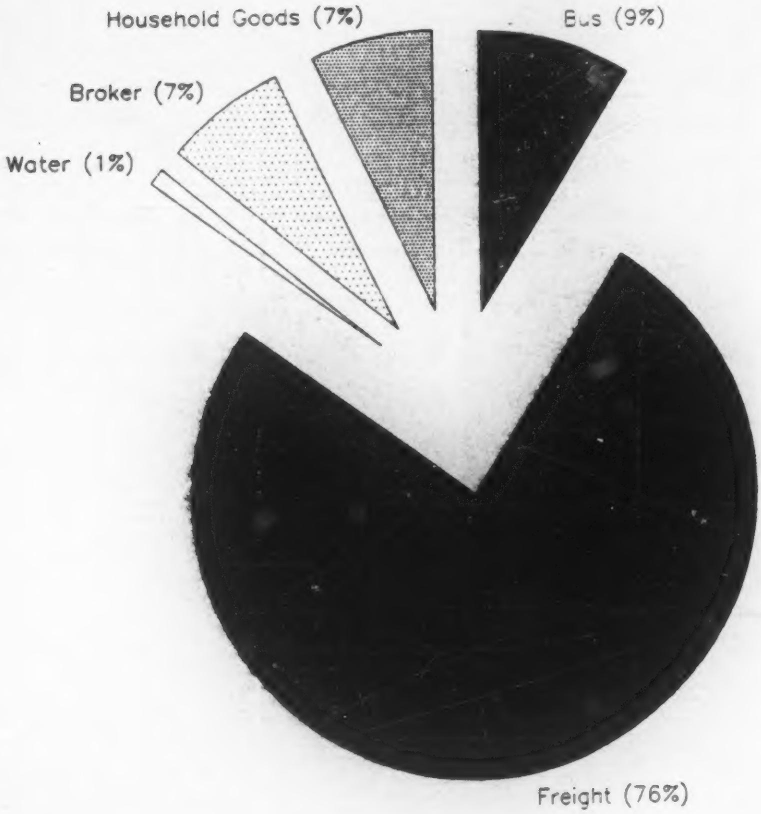
INTERSTATE COMMERCE COMMISSION

PERCENT OF STAFF-YEARS BY PROGRAM



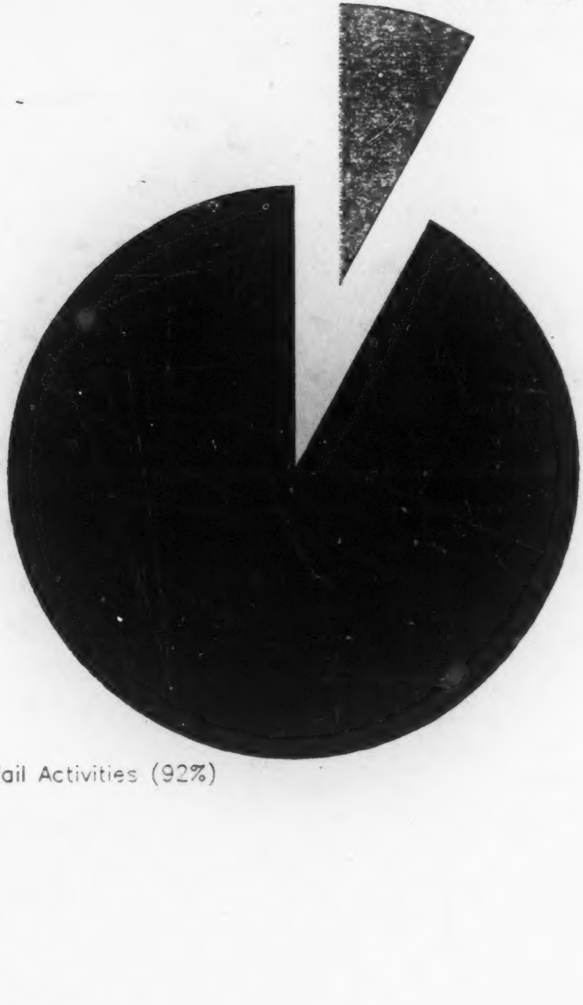
MOTOR PROGRAM

PERCENT OF STAFF-YEARS BY CARRIER TYPE



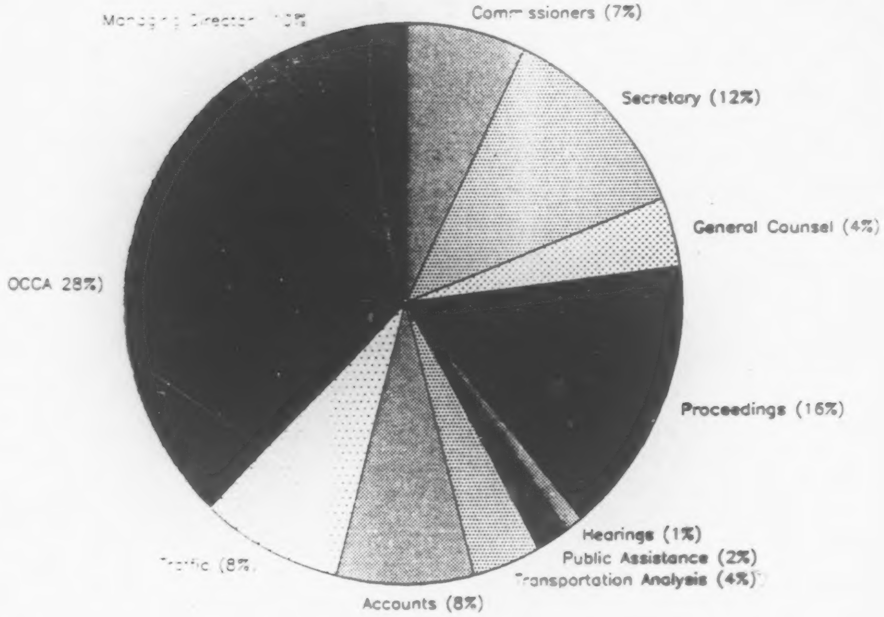
RAIL PROGRAM

PERCENT OF STAFF-YEARS BY TYPE



INTERSTATE COMMERCE COMMISSION

PERCENT OF STAFF-YEARS BY OFFICE



INTERSTATE COMMERCE COMMISSION

RESOURCE SUMMARY

($ in thousands)

	FY 1989 Budget Estimates	FY 1990 Budget Estimates	FY 1991 Budget Estimates
MOTOR PROGRAM	$21,113	$21,190	$22,510
RAIL PROGRAM	17,197	18,579	19,172
GENERAL MANAGEMENT AND ADMINISTRATION	4,805	4,920	5,258
TOTAL ESTIMATE	$43,115	$44,689	$46,940
OUTLAYS	$42,076	$44,680	$46,669
FULL-TIME EQUIVALENT EMPLOYMENT	708	701	701

INTERSTATE COMMERCE COMMISSION
STAFF-YEAR SUMMARY
BY PROGRAM AND CARRIER TYPE

	FY 1989 Budget Estimates	FY 1990 Budget Estimates	FY 1991 Budget Estimates
MOTOR			
Freight	284	270	275
Bus	31	30	30
Household Goods	26	27	27
Broker	28	28	28
Water Carrier	2	1	1
TOTAL MOTOR PROGRAM	371	356	361
RAIL			
Antitrust	18	22	22
Other	239	242	237
TOTAL RAIL PROGRAM	257	264	259
GENERAL MANAGEMENT AND ADMINISTRATION	80	81	81
COMMISSION TOTALS	708	701	701

INTERSTATE COMMERCE COMMISSION

STAFF-YEARS AND BUDGET ESTIMATES
BY BUREAU AND OFFICE

($ in thousands)

	FY 1989		FY 1990		FY 1991	
	Total Staff-Years	Budget Estimates	Total Staff-Years	Budget Estimates	Total Staff-Years	Budget Estimates
Commissioners and their Offices	46	$3,435	46	$3,642	47	$3,864
Secretary	82	3,310	82	3,495	82	3,616
General Counsel	25	1,791	25	1,937	25	1,980
Proceedings	115	7,386	111	7,520	111	7,860
Hearings	5	389	5	409	5	429
Public Assistance	14	1,035	14	1,102	14	1,132
Transportation Analysis	27	2,222	27	2,347	27	2,535
Accounts	61	4,370	61	4,597	60	4,733
Traffic	59	2,854	59	2,972	59	3,173
Compliance and Consumer Assistance	200	11,963	197	12,300	197	12,932
Managing Director	74	4,360	74	4,368	74	4,686
Commission Totals	708	$43,115	701	$44,689	701	$46,940

INTERSTATE COMMERCE COMMISSION

MOTOR PROGRAM

STAFF-YEARS AND BUDGET ESTIMATES BY BUREAU AND OFFICE

($ in thousands)

	FY 1989		FY 1990		FY 1991	
	Total Staff-Years	Budget Estimates	Total Staff-Years	Budget Estimates	Total Staff-Years	Budget Estimates
Commissioners and their Offices	9	$672	8	$633	8	$658
Secretary	57	2,301	57	2,429	57	2,514
General Counsel	2	143	2	155	2	158
Proceedings	56	3,597	52	3,523	52	3,682
Hearings	0	0	0	0	0	0
Public Assistance	5	370	5	394	5	404
Transportation Analysis	1	82	1	87	1	94
Accounts	5	358	6	452	4	316
Traffic	46	2,225	44	2,216	46	2,474
Compliance and Consumer Assistance	190	11,365	181	11,301	186	12,210
Managing Director	0	0	0	0	0	0
Commission Totals	371	$21,113	356	$21,190	361	$22,510

INTERSTATE COMMERCE COMMISSION

RAIL PROGRAM

STAFF-YEARS AND BUDGET ESTIMATES BY BUREAU AND OFFICE

($ in thousands)

	FY 1989		FY 1990		FY 1991	
	Total Staff-Years	Budget Estimates	Total Staff-Years	Budget Estimates	Total Staff-Years	Budget Estimates
Commissioners and their Offices	32	$2,390	32	$2,534	33	$2,713
Secretary	25	1,009	25	1,066	25	1,102
General Counsel	22	1,576	22	1,705	22	1,743
Proceedings	59	3,789	59	3,997	59	4,178
Hearings	5	389	5	409	5	429
Public Assistance	9	665	9	708	9	728
Transportation Analysis	26	2,140	26	2,260	26	2,441
Accounts	56	4,012	55	4,145	56	4,417
Traffic	13	629	15	756	13	699
Compliance and Consumer Assistance	10	598	16	999	11	722
Managing Director	0	0	0	0	0	0
Commission Totals	257	$17,197	264	$18,579	259	$19,172

INTERSTATE COMMERCE COMMISSION

GENERAL MANAGEMENT AND ADMINISTRATION PROGRAM

STAFF-YEARS AND BUDGET ESTIMATES BY BUREAU AND OFFICE

($ in thousands)

	FY 1989		FY 1990		FY 1991	
	Total Staff-Years	Budget Estimates	Total Staff-Years	Budget Estimates	Total Staff-Years	Budget Estimates
Commissioners and their Offices	5	$373	6	$475	6	$493
General Counsel	1	72	1	77	1	79
Managing Director	74	4,360	74	4,368	74	4,686
Commission Totals	80	$4,805	81	$4,920	81	$5,258

SUMMARY OF INCREASES AND DECREASES BY MAJOR OBJECT CLASS
(dollars in thousands)

	Budget Estimates FY 1989	Budget Estimates FY 1990	INCREASE/ (DECREASE)	Budget Estimates FY 1991
Personnel compensation	$29,100	$29,927	$1,598	$31,525
Personnel benefits	4,117	4,263	431	4,694
Benefits for former personnel	112	80	(20)	60
Travel and transportation of persons	769	798	(8)	790
Transportation of things	25	18	0	18
Rental payments to GSA	4,587	5,352	126	5,478
Communications and utilities	1,562	1,532	91	1,623
Printing and reproduction	390	423	0	423
Other services	1,856	1,781	0	1,781
Supplies and materials	399	416	36	452
Furniture and equipment	196	98	(3)	95
Tort claims and indemnities	2	1	0	1
Total estimate	$43,115	$44,689	$2,251	$46,940

COST JUSTIFICATIONS
BY
MAJOR OBJECT CLASS

The increase in FY 1991 object class estimates over the FY 1990 estimates is attributable primarily to higher personnel compensation and accompanying benefit costs generated by the proposed FY 1990 pay increase and higher charges by the General Services Administration for space rental.

Personnel Compensation

FY 1990 -- $29,927,000
FY 1991 -- 31,525,000
Increase -- $ 1,598,000

This category includes basic pay for all personnel, terminal leave for personnel leaving Government service, overtime and night differential pay, and merit awards. Of the total, 98 percent is for basic pay, which includes adjustments for anticipated within-grade and merit increases. The increased estimate results from the expected January 1, 1990, 3.6 percent general schedule pay raise.

Personnel Benefits

FY 1990 -- $ 4,263,000
FY 1991 -- 4,694,000
Increase -- $ 431,000

This category includes the Government's share of life and health insurance and costs for Civil Service Retirement, Federal Employees Retirement System, Thrift Savings, and FICA. The estimates also include $179,000 to cover amounts which must be paid to the Department of Labor under the Federal Employees' Compensation Act. The increase in benefit costs is directly related to higher salaries resulting from the anticipated FY 1990 pay raise, the dramatic increase in health insurance benefits which was experienced in January 1989, and a similar anticipated increase in January 1990.

Benefits for Former Personnel

FY 1990 -- $ 80,000
FY 1991 -- 60,000
Decrease -- $ 20,000

The estimates reflect a decrease in unemployment costs from FY 1990 to FY 1991 and the Commission's expectation that no severance pay costs to former employees will be incurred.

Travel and Transportation of Persons
FY 1990 -- $ 798,000
FY 1991 -- 790,000
Decrease -- $ 8,000

Travel funds will be used largely for program travel, the majority of which is performed by personnel in the Office of Compliance and Consumer Assistance. Funding is also included for local transportation costs and rental or lease of passenger vehicles used both for local travel and field site visits. Decreases are projected in the Office of Public Assistance, the Office of Proceedings, and the Bureau of Accounts to bring estimates into line with current usage.

Transportation of Things
FY 1990 -- $ 18,000
FY 1991 -- 18,000
-- $ -0-

These funds are for movement of office furniture and equipment, as well as employees' household goods for changes of duty station.

Rental Payments to GSA
(Space Rental Costs)
FY 1990 -- $ 5,352,000
FY 1991 -- 5,478,000
Increase -- $ 126,000

Payments are made to the General Services Administration for rental of office space and the costs of certain utilities. Although GSA is proposing a cumulative rate increase of 19 percent for FY 1990, Congress has capped rental rates for FY 1989 to a lesser percentage rate increase. While agency space requirements are decreasing slightly, a GSA-proposed 3 percent rate increase in FY 1991 offsets the savings.

Communications and Utilities
FY 1990 -- $ 1,532,000
FY 1991 -- 1,623,000
Increase -- $ 91,000

The FY 1991 costs included in this category are for local and long distance telephone service, mail, and copier rentals. The increase results from an anticipated increase in local telephone rates, costs associated with the initiation of FTS 2000, and a normal inflationary increase in copier rental costs.

Printing and Reproduction
FY 1990 -- $ 423,000
FY 1991 -- 423,000
-- $ -0-

This includes the cost of printing services provided by the Government Printing Office and by private contractors. Another major cost item is the publication of the Commission's rulemakings and rail notices and decisions in the Federal Register. The costs of both are expected to remain stable in FY 1991.

Other Services

FY 1990 -- $ 1,781,000
FY 1991 -- 1,781,000
-- $ -0-

This category includes costs of computer timesharing services, non-ADP service contracts, training, and a variety of maintenance and miscellaneous services. Increased costs of program-related contracts in the Bureaus and Offices are offset by the decreased estimate for building repairs and maintenance.

Supplies and Materials

FY 1990 -- $ 416,000
FY 1991 -- 452,000
Increase -- $ 36,000

This category includes costs for periodicals and other publications, as well as office, computer, copier, and word-processing supplies. The increase results from the increased cost of copier supplies.

Furniture and Equipment

FY 1990 -- $ 98,000
FY 1991 -- 95,000
Decrease -- $ 3,000

This estimate includes the costs of replacing office furnishings and equipment which have become obsolete due to age or unreliability.

Tort Claims and Indemnities

FY 1990 -- $ 1,000
FY 1991 -- 1,000
$ -0-

These costs are for indemnities for destruction of property, injury to persons or property, and payments for other losses.

TUESDAY, APRIL 24, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, COMMUNITY TRANSPORTATION ASSOCIATION OF AMERICA

WITNESS

DALE MARSICO, GENERAL MANAGER, BRAZOS TRANSIT OF BRYAN, TX

Mr. **LEHMAN**. Mr. Marisco.

Mr. **MARSICO**. Marsico, sir.

Mr. **LEHMAN**. Oh, I am sorry. Marsico not Marisco.

Mr. **MARSICO**. Thank you. Chairman Lehman, Members of the Subcommittee, my name is Dale Marsico, and I am the Chief Administrator of Brazos Systems, a coordinated public and private transit system in central and eastern Texas. Our transit system serves 92 communities within our area, and includes such city systems as Bryan; College Station; Lufkin; Huntsville and the Woodlands.

Additionally today, I am also appearing on behalf of the Community Transportation Association of America, and I am a member of their delegate council representing the State of Texas. We have a membership of more than 400 transportation providers who chiefly use projects funded under the Section 18 and Section 9 programs. In lieu of the other comments, I will submit my written testimony for your review, but I would like to touch upon a few things that were in my testimony.

Two years ago, representatives of our association appeared before this Committee and Mr. Chairman, you at that time specifically asked them, "What kind of people are served in your programs outside the metropolitan areas?"

Over the last year or so, our association has conducted a major field study in this area that included surveying some 200 transportation providers. The majority of the people who use our system are people who are elderly and living on a fixed income and a large number of women heading single family households. The majority of the individuals in our survey are transit dependent individuals which we, I believe, in that testimony said that we assumed that they were. That has in fact been substantiated in the survey work that we did.

The most important thing for us in this current transportation year in appropriation deals with the same thing that you have heard all day long, and that is funding and money. The Section 18 program in 1980 was funded at a substantially greater amount than it was for the last several years, as have the small Section 9 programs.

Over the last several years, much of our equipment in the programs and services we provide has deteriorated dramatically. Our costs have not kept up anywhere near the inflation in the cost of providing transportation services. And we are severely facing a great problem in the obsolescence of a great deal of our equipment. Some of these problems I know much be addressed in reauthorization, but we are here today to ask your Committee to try to consider the greatest allocation possible for the Section 18 program, as well as the small Section 9 programs.

Additionally, the Section 3 program, which according to a statement recently made by the UMTA Administrator only reaches 4 percent of the rural service providers in our country, we feel that if possible we would like to see some of those funds earmarked to deal with the capital crisis that we face based on the age and deterioration of our equipment.

Like many other people here today, we have strong ties to the private sector. We find a great number of people use our services, particularly in rural areas, to a greater extent than they did 10 years ago. With the Americans for Disability Act coming on line, as well as the continuous problem of intercity bus systems, more people have used our services than before.

Anything the Committee can do to support our recommendations in the testimony for more funds would be greatly appreciated, but particularly I would like to thank the Committee for its support the last several years in both the small urban and in the rural programs. And outside of that if you have any specific questions, I would be glad to answer them.

Mr. LEHMAN. Thank you, Mr. Marsico. I do not have a question. Mr. Coughlin.

Mr. COUGHLIN. Thank you, Mr. Chairman. The Americans with Disabilities Act, does that give you great problems as it is currently moving along as operators of small systems?

Mr. MARSICO. The needs for accessibility to serve all of the disabled that are outlined would significantly impact the equipment needs of Section 18 rural and smaller urban programs. It would require a great deal of additional money to bring older equipment up to the specifications, but for new equipment, it certainly would drive the cost of our systems significantly higher. Considering that we have been living on such a fixed amount for the last couple of years, regardless of inflation, as you know the cost of lift equipped vehicles is much higher than standard vehicles.

We suspect—and one of the reasons we ask for earmarking in the Section 3 program—would be for an implementation fund to deal with that issue.

Mr. COUGHLIN. Have you testified in connection with the ADA?

Mr. MARSICO. We have in the last year. But of course, no one has been very specific on the amount of money that we could deal with that issue. It had not come up as a money issue.

Mr. COUGHLIN. I am not talking about money necessarily but talking about policy and methods of serving——

Mr. MARSICO. Yes. I——

Mr. COUGHLIN [continuing]. The disabled in rural and small communities.

Mr. MARSICO. I would like to say that all of our services and all of our members have for years been out there in the forefront of providing that kind of transportation. The problem is that I think the majority of us would like to have a completely accessible rural system. The only limitations we have had in the past is buying enough equipment to meet that. But I think we have been in the forefront of trying to make sure that access was available, particularly to rural residents going to urbanized health facilities along those lines.

Mr. COUGHLIN. Thank you, Mr. Chairman.

Mr. LEHMAN. Mr. DeLay.

Mr. DELAY. Mr. Chairman, I want to say I met with Dale this morning. I discovered that the Brazos Transit is my kind of rural transit system and that if other rural transit systems would match in particular the privatization that they have implemented with the Brazos Transit System, I think this country and its rural areas would much better be served in a cost-effective manner. I congratulate your outfit as a model for others in this country.

Mr. MARSICO. Thank you.

Mr. COUGHLIN. Thank you very much.

[The prepared statement of Mr. Marsico follows:]

COMMUNITY TRANSPORTATION ASSOCIATION OF AMERICA
CTAA
725 15th St. NW Suite 900 Washington, DC 20005 (202) 628-1480 • FAX (202) 737-9197

Statement Before

TRANSPORTATION APPROPRIATIONS SUBCOMMITTEE
U.S. HOUSE OF REPRESENTATIVES

On

FY 1991 TRANSIT APPROPRIATIONS

Presented By:

Dale J. Marsico, Chief Administrator
Brazos Systems
Bryan, Texas

On Behalf of the

COMMUNITY TRANSPORTATION ASSOCIATION OF AMERICA

April 24, 1990

STATEMENT OF DALE J. MARSICO, CTAA

Before

HOUSE TRANSPORTATION APPROPRIATIONS SUBCOMMITTEE

Chairman Lehman and Members of the Subcommittee, my name is Dale J. Marsico, and I am Chief Administrator of Brazos Systems, a coordinated public and private transportation system providing small urban and rural public transit operations throughout central and east Texas. Among the 92 communities served by Brazos Systems are some of the fastest growing areas of Texas including Bryan, College Station, Lufkin, Huntsville and the Woodlands.

I am appearing today on behalf of the Community Transportation Association of America (CTAA), and serve as member of CTAA's Delegate Council, representing the state of Texas.

The Community Transportation Association of America represents rural, small urban and specialized transportation providers and their riders. We have a membership of more than 400 agencies in 47 states. In addition to publishing the monthly Community Transportation Reporter magazine, we operate a national technical assistance and training information clearinghouse as part of UMTA's Rural Transit Assistance Program (RTAP).

We appreciate this opportunity to present our views and recommendations regarding next year's funding levels for the Urban Mass Transportation Administration programs which are vital to our members, their operations, and your constituents.

Mr. Chairman, when we appeared before this Committee two years ago, you asked us to provide you with information about the characteristics of the rural passengers served by our members nationally. This year, in a national survey of almost 200 rural and small urban systems, CTAA identified the following profile of public transit riders in rural areas.

First, a majority of riders are women. Many of these individuals maintain single parent families. Much of their transportation service is devoted to maintaining the functional economic level of their families. Many of these trips were to jobs and employment training opportunities.

Secondly, as we expected, almost 40 percent of rural service is devoted to elderly residents. These services included those necessary to maintain not only the quality of life for these individuals, but also for basic life support. In the South, these service levels were higher with around 50 percent of the population served being elderly.

Overall results of the survey reinforced our general beliefs that the majority of the services provided by rural systems was devoted to those who, in reality, are transit dependent with no other forms of mobility or very limited access to other forms of mobility.

A Crisis in Public Transit:

We believe that this is an important year for public transit, particularly for the smaller programs and operators we represent. The policies of the last several years have created a crisis for programs like ours that cannot wait for reauthorization of the Urban Mass Transportation Act to be addressed.

This year, CTAA is undertaking a major national effort to highlight the funding crisis that affects the mobility of our people and limits the opportunity to achieve a full and independent life. It is our belief that there is an immediate need to restructure federal assistance in this year's appropriation before our programs are serious disrupted.

The past decade has seen a major erosion in the level of public investment in transit and we are paying a heavy price in terms of productivity, economic competitiveness, environmental quality and a decent life for our people.

Our national transit policies must be re-focused, with priority given to the unmet needs of the transit dependent. Census statistics suggest that as many as 84 million Americans, or more than one-third of the population, have at best very limited access to a private automobile and are therefore largely dependent on public transportation for the mobility which is so central to a community's economic health and to an individual's quality of life.

Half of Rural America Remains Unserved

It needs to be stressed that fully one-third of the transit dependent live outside of urbanized areas. But current policies allocate less than 5 percent of federal transit assistance to rural areas. One result is that the Section 18 program doesn't even exist in about half of eligible rural communities.

Data collected from the states reveal that more than 40 percent of the nation's non-metropolitan counties have no Sec. 18 service at all, and where it exists, public transit service is limited in time and scope to only a portion of the residents.

Small Urban Areas Suffer Too

In addition, we estimate that only about 15 percent of the trip needs of the transit dependent is currently being met in our smaller urbanized areas (those under 200,000 population). And we know that nearly a third of those smaller cities are like 40 percent of the rural counties in having no federally-assisted public transportation.

Moreover, this year's census is expected to identify at least 60 new urbanized areas and only about half of them currently have public transportation service. Finally, for both rural areas and small towns, the decline that has occurred in intercity bus service is continuing and is adding still further to the isolation of many Americans.

To respond to this imbalance, CTAA is undertaking a campaign to secure a renewed national commitment to full mobility for all Americans, and we are working for major program restructuring in next year's reauthorization of the Urban Mass Transportation Act.

Community transportation operators face a continuing funding squeeze which threatens their very existence. We urge this Committee to respond now to end the pattern of disinvestment in community transportation. We have focused our recommendations regarding FY '91 funding on several specific program areas.

Section 18

Of particular concern is the situation for rural public transportation. The Section 18 program of assistance for rural communities was funded at $85 million in Fiscal Year 1980. Had funding merely kept up with inflation in the decade since, this year's level of funding would have to be at least $132 million. Instead, it is currently half of this amount.

Despite that fact, the Section 18 program has expanded significantly in recent years. Between 1985 and 1989 alone, the number of rural systems grew from 937 to 1,160, an increase of nearly twenty five per cent.

Rural transit operations have expanded because of the combination of several factors: an initial surplus of funds, which is now gone, and transfers into Section 18 program of unused funds from the Section 9 program. Annual transfers averaged more than $20 million between FY'85 and FY'89.

Last year, transfers were cut in half nationwide. It is unlikely that transfer funds will be available to Section 18 this year since the Section 9 programs have little available funds for these purposes.

Capital Crisis

Concurrent with this sharp reduction in support, the Section 18 program faces a crisis in terms of vehicle replacement. With a fleet of over 10,000 vehicles, 60 percent of them small vehicles with a useful life of less than 7 years, the program needs to replace at least 1,800 vehicles a year. UMTA statistics show that the current level of Sec. 18 funding meets less than a third of that need. Increasingly, the block obsolescence of rural fleets force local systems to operate with over-age vehicles, which means they face higher operating costs, lower reliability and less safety.

Small Urbanized Areas

As the Committee knows, one of the results of declining funding for urbanized areas of less than 200,000 is that their individual allocations are often insufficient to meet their operating assistance mark, much less cover all capital needs. In addition, as noted earlier, one-third of the nation's small urbanized areas do not currently have a public transit system.

Americans with Disabilities Act (ADA)

With the expected passage of the Americans with Disabilities Act (ADA), a major new factor will come into the picture, adding further to the fiscal strain of transit both in rural and urban areas. Based upon the information we have already cited, this situation will dramatically alter the rural situation and make the overall crisis greater.

Responding to the Crisis This Year:

Rather than wait until the reauthorization of all UMTA programs to rectify some of the formula problems causing this shortfall of federal assistance, we ask that the Committee give active consideration to addressing these problems this year.

The specifics of our requests are as follows:

First, we request that the committee recommend a more realistic figure for the Section 18 program that faces the greatest need in the next year. At a minimum we believe that $200 million is necessary for this important program. This figure addresses the needs of those areas currently unserved by the program as well as the declining support from other federal assistance programs.

Secondly, in the small Section 9 program, a similar amount is required particularly when the increased needs of the disabled population is considered. Funding of this important program should be brought up to its authorized level of $200 million.

Third, discretionary capital assistance under Section 3 should be earmarked for rural and small urban programs. Traditionally, the Section 3 program has been difficult for small users to access. In our view a set aside is required in light of the overall nature of the current situation. At a recent Senate hearing the Administrator of UMTA stated that only 4 percent of these funds reach the rural transit service areas.

In order to change this pattern, we recommend that a minimum amount of $50 million be set aside for these purposes. This would be an important and key step in addressing the current capital crisis. Additionally it would also address the return of the investment made by constituents of rural and small urban areas who have contributed to motor taxes that support this program.

Other Important Initiatives:

Rural Transit Assistance Program (RTAP): The Rural Transit Assistance Program, a congressionally-developed initiative, has proved to be an outstanding success, as evidenced by the fact that this year, for the first time, the President's budget recommendations call for its continuation at the current level. As you know, 85 percent of these funds go directly to the states as a highly flexible resource for training and technical support. Both state program managers and local operators are uniformly enthusiastic about RTAP and its value to them.

In order to keep pace with rising costs and increasing needs, CTAA recommends an increase in RTAP funding to $7.5 million in FY'91.

Section 16(b)(2) Program: Funding for the Section 16(b)(2) program of capital assistance to elderly and handicapped transportation has been stuck at the $35 million level for the past several years. State program managers have made it clear that this level is not adequate to meet the existing need. For example, the active 16(b)(2) fleet currently includes at least 9,500 vehicles. UMTA staff estimate the yearly replacement need for that fleet at around 2,000 vehicles. At current costs, the federal share necessary to meet that target would be $55 million, and that is the level recommended by CTAA for FY'91.

Section 4(i) Innovative Techniques: The Sec. 4(i) program of innovative projects has not been funded in recent years. However, enactment of the Americans with Disabilities Act (ADA) will mean a critical need for funds to identify and disseminate new technologies and practices in accessible transportation. For that reason, CTAA recommends that $5 million in funds be specifically earmarked for Sec. 4(i) use in the area of accessible transportation.

This concludes my statement, Mr. Chairman. I will be happy to respond to any questions you or your colleagues may have.

CTAA
COMMUNITY
TRANSPORTATION
ASSOCIATION OF AMERICA
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FISCAL 1991 FUNDING PROPOSALS

SELECTED UMTA PROGRAMS

(Millions of Dollars)

Program	Authorized Level	FY'90 Approp'n	Bush Budget Recomm'n	CTAA Recomm'n
FORMULA FUNDING:				
Large UZAs (Sec. 9(a)(2))	$2,033.9	$1,479.7	$981.0	(a)
Small UZAs (Sec. 9(a)(1))	$198.7	$144.6	$95.8	$200.0
Non-Urbanized Areas (Sec. 18)	$67.4	$65.6	$65.0	$200.0
RTAP (Sec. 18(h):	(b)	$5.0	$5.0	$7.5
E & H CAPITAL (Sec. 16(b)(2)):	$35.0	$34.9	$35.0	$55.0
INNOVATIVE TECH'S (Sec. 4(i)):	(c)	$.0	$.0	$5.0
SEC. 3 BUS PROGRAM:				
Total	(d)	$132.1	$193.0	(a)
Rural & Small Urban Earmark	NA	$.0	$.0	$30.0

(a) No specific level of funding recommended.
(b) Minimum of 10 percent of funding for Administration, Research, and related.
(c) Included in authorization for Sec. 16(b)(2).
(d) Up to $224 million.
NA = Not applicable.

FACT SHEET ON
THE NEED FOR INCREASED SECTION 18 FUNDING

Even if one leaves aside the equity aspects of the current distribution of federal transit assistance, the need for increased funding of the Section 18 program for rural public transit is clear and convincing.

- The Transit Gap Is Greatest In Rural America - Estimates of the "transit dependent" (those lacking full access to a private vehicle) and of the availability of current transit services show that the gap between need and available services is greatest in non-urbanized areas. Total transit service in rural areas (including social service transportation) is sufficient to meet only about one-tenth of the trip needs of the transit dependent in those areas.

- Funding for Sec. 18 Has Dropped While the Network of Providers Has Grown - Between 1985 and 1989, the number of agencies providing rural public transportation has grown by 24 percent (from 937 to 1,160). During the same period, annual appropriations for the Sec. 18 program have fallen by 8 percent in current dollars and by 19 percent when adjustment is made for inflation.

- The Demand for Funds Has Consistently Outrun the Supply - While Congress has provided an average of $67.6 million a year to Sec. 18 between FY'85 and FY'89, actual program spending has averaged $96.2 million -- 42 percent more. This has been possible only because of an initial backlog from earlier funding and transfers from the Sec. 9 program for small urbanized areas, but the backlog has been used up and transfers are declining (see below).

- A Substantial Part of Rural America Remains Unserved - In spite of the growth of the Sec. 18 network, forty percent of the nation's nonmetropolitan counties have no Sec. 18 service at all and in many of those that do have service, it is infrequent and fails to reach all areas.

- Sec. 18 Faces a Capital Crisis - Sec. 18 operations involve more than 10,100 vehicles. Given that 60-65% of these are vans and other small vehicles with a useful life of 7 years or less, the replacement needs for this fleet are minimally 1,800 vehicles yearly. But UMTA program statistics show that Sec. 18 is only acquiring vehicles at about one-third of that rate. This means systems must operate with over-age vehicles and experience higher costs, lower reliability and less safety.

- Availability of Sec. 9 Transfers Has Been Very Uneven - While transfers of unused funds from the Sec. 9 program for small urbanized areas into the Sec. 18 program for rural areas has been a critical source of support in a number of states, its availability has been extremely uneven. In one-fourth of the states, there have been no Sec. 9 transfers to the Sec. 18 program, and in another one-fourth, they have been rare and slight. Not only have less than two dozen states made regular use of this mechanism, but 60 percent of all transfers have taken place in five or fewer states each year.

- Sec. 9 Transfers Are a Disappearing Resource - Since the availability of Sec. 9 funds for transfer depends on their being unneeded in the small urbanized areas, the decline in total transit funding in recent years means that this source cannot be depended on in the future. Indeed, net transfers into Sec. 18 dropped by more than 50 percent between FY'88 and FY'89. It remains to be seen whether any Sec. 9 funds will be available to rural transit in FY'90.

Prepared by Community Transportation Association of America (CTAA)
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TUESDAY, APRIL 24, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, MEMPHIS AREA TRANSIT AUTHORITY

WITNESSES

HON. DON SUNDQUIST, U.S. REPRESENTATIVE FROM THE STATE OF TENNESSEE

NEIL BURNSIDE, CHAIRMAN, MEMPHIS AREA TRANSIT AUTHORITY

FRED GILLIAM, GENERAL MANAGER, MEMPHIS AREA TRANSIT AUTHORITY

Mr. COUGHLIN. Our next witnesses will be the Memphis Area Transit Authority. Mr. Neil Burnside, Chairman of the Memphis Area Transit Authority; Mr. Fred Gilliam, General Manager of the Memphis Area Transit Authority. Welcome to the Committee. If you have a prepared statement, it will be included in the record.

You are welcome to summarize. That will be appreciated.

Mr. BURNSIDE. Thank you, Mr. Coughlin. It is my understanding that Congressman Sundquist is on his way and that Congressman Tanner may also join us. But in the interest of time, I will proceed, if I may then. We would like to have our—there he is.

Mr. COUGHLIN. There is Congressman Sundquist now. Don, your folks just got on here and——

Mr. SUNDQUIST. You all are too efficient. [Laughter.]

Mr. COUGHLIN. Welcome aboard.

Mr. SUNDQUIST. Thank you.

Mr. COUGHLIN. I do not know whether you have a statement that you wish to make or anything you wish to say in introduction?

Mr. SUNDQUIST. Mr. Chairman, I thank you for hearing testimony from these outstanding transportation leaders. I do not have a written statement, but I am here to show my support for a very important project in Memphis. Most transportation has impact beyond the actual transportation itself, and this is a good example of a project that is so critical to our community. I know money is tight, but having said that and as a fiscal conservative, I think this is a good investment. I appreciate you hearing from them and your fair consideration. Sorry to interrupt.

Mr. COUGHLIN. Proceed, please.

Mr. BURNSIDE. Thank you, Congressman. Good afternoon, gentlemen, Mr. Coughlin, Members of the Subcommittee. My name is Neil Burnside. I am Chairman of the Memphis Area Transit Authority, which we call MATA in Memphis. And I have with me Fred Gilliam, our General Manager.

The City of Memphis and MATA appreciate this opportunity to express our views on an exciting and important project that is planned for downtown Memphis. We are testifying before the Subcommittee today in conjunction with the interstate substitution program. The project that I am going to briefly describe to you was developed with the consensus of downtown residents, merchants, workers, developers and public officials.

From a historical perspective, downtown Memphis experienced a considerable decline in the late 60s and 70s. And recognizing the benefit of a strong center city, the community at that time, in an effort to get a more people centered environment, developed its Main Street into a pedestrian mall. That mall has reached the point now where it is in need of renovation. At the time the mall was installed, there was an identified need for transportation on the mall, but funding was not available.

This project that we are presenting today is to renovate that mall and provide the transportation. It was developed as a joint venture between the public and the private sector. System will be accessible to the disabled community. It will operate along Main Street; the Mid- America Mall, as it called; and the Mississippi riverfront. Project, as proposed—and is in its final design stage right now—will include a 4.9 mile electric trolley system linking the office and government complex with shopping and restaurants, as well as existing parking facilities.

Further, the system will provide convenient transportation from the hotel district at the south end of the mall with the Convention Center and the Great American Pyramid Arena, which is being constructed right now and is scheduled to be completed in the spring of 1991, that is located at the north end of the mall. Memphis has a great number of residential units also that would be adjacent to this trolley system, and additional residences are planned.

Operation and maintenance of the trolley system will be funded by fares and revenues generated by a special benefit assessment district. These revenues will be provided by private businesses and properties near the trolley system that will pay for maintenance and marketing of the mall itself, as well as the trolley.

We have a good budget and a good time table for the project. The total cost of it is estimated to be $39.6 million. And the funding that is proposed there is Federal funds utilizing the interstate substitution transit funds of $26.4 million—about 66 percent of the project—state funds of $2.3 million, and city funds of comparable 2.3—6 percent for each of those categories, and 22 percent from the private sector, $8.6 million.

We have provided in our planning for handling of cost overruns, working with the city. And we also have assured that we have sufficient Section 9 funds that will be available to meet our bus-related needs.

With regard to the interstate substitution funds, after about 20 years of litigation, the city withdrew a 3.8 mile segment from the construction plans for I-40 that was to go through the city. Based upon the 1983 cost estimate to complete that segment, $287.5 million was allocated to Memphis. Local officials, in cooperation with the Tennessee Governor, agreed on a split 12 percent being allocated for mass transit projects and 88 percent for highways. And it is from that 12 percent that we are speaking this afternoon.

Fourteen point eight million has not been appropriated and is needed during fiscal year 1991 to complete the project in a timely manner. This $14.8 million represents the balance that exists in the Memphis transit substitution account which we are requesting you to close out. These funds, together with previous grants that have been provided MATA, will achieve the total of $26.4 million planned for this project.

In conclusion, Mr. Chairman and Members of the Committee, we want to thank you on behalf of the Memphis region for considering this project. We also would like to thank you for your continuing support in this interstate substitution program. The project, we believe, is a valuable and environmentally sensitive mobility project that warrants the set-aside of $14.8 million of interstate funds for the coming year.

This completes our testimony today. And as I have asked, we would appreciate it if the formal testimony was entered into the record. We have tried to keep it brief, but Mr. Gilliam and I would be happy to answer any questions you might have.

Mr. **Lehman**. Thank you. I am sorry I was not here for the whole testimony. The representative from the area in which this project is situated, who is that?

Mr. **Burnside**. That would be——

Mr. **Coughlin**. It is Don Sundquist. Right here.

Mr. **Lehman**. Oh, I did not see you.

Mr. **Sundquist**. Mr. Chairman, it would be Congressman Ford and myself. And Congressman Ford, as you know, is occupied in Memphis today. But I am confident that he has given 100 percent support to this project, to my understanding. And I am totally in support of it, Mr. Chairman.

Mr. **Lehman**. Thank you. I just wanted to be sure all the members are on board. Mr. Coughlin.

Mr. **Coughlin**. No questions, Mr. Chairman. You have the interstate funds that are available to you. And I have no further questions.

Mr. **Burnside**. Thank you.

Mr. **Lehman**. Mr. DeLay.

Mr. **DeLay**. No questions, Mr. Chairman.

Mr. **Lehman**. Thank you very much. I am sorry I missed part of the testimony. But I will catch up.

Mr. **Burnside**. Thank you, sir.

[The prepared statement of Mr. Burnside follows:]

MATA

STATEMENT BY
MEMPHIS AREA TRANSIT AUTHORITY
FOR THE
SUBCOMMITTEE ON TRANSPORTATION
HOUSE OF REPRESENTATIVES
COMMITTEE ON APPROPRIATIONS

Memphis Area Transit Authority • 1370 Levee Rd. • Memphis, TN 38108-1011 • (901) 722-7100 • Fax (901) 272-2912
Managed and operated by Mid-South Transportation Management, Inc.

Good Afternoon, Chairman Lehman, Mr. Coughlin and members of the Subcommittee. My name is Neil Burnside, Chairman of the Memphis Area Transit Authority (MATA). I have with me, Mr. Fred Gilliam, MATA's General Manager. The City of Memphis and MATA appreciate this opportunity to express our views on the proposed fiscal year 1991 budget for federal mass transit programs and to present to you an exciting and important project planned for Downtown Memphis.

MATA commends this subcommittee for maintaining transit funding despite repeated proposals for drastic cuts in the UMTA program. We depend on our partnership with the federal government for both operating and capital requirements to provide safe, clean and efficient transit service.

Memphis, a rapidly developing city, is the distribution center in America's Mid-South area and serves as the regional center for portions of five states - Tennessee, Mississippi, Arkansas, Missouri and Alabama.

The project I will describe to you today was developed with the consensus of downtown residents, merchants, workers, developers and public officials. MATA plans to use Interstate Substitution funds available to Memphis as the result of the withdrawal of a 3.8 mile segment of I-40 which will be described in greater detail following the project description.

Memphis Project

The Memphis project is based on several years of study and addresses the mobility needs of Memphis' downtown core. Since downtown is the largest employment center in the city, special attention has been made to design a project to reduce automobile trips and also reduce air pollution. As you will see the project has been designed to service extensive privately funded investments that have been committed and/or planned for downtown Memphis.

From a historical perspective, downtown Memphis experienced a considerable decline in the late 60's and early 70's. As in other cities around the country, private development focused mostly on the suburban areas. Recognizing the benefit of a strong center city, and a more people-oriented environment, Memphis developed its Main Street into a 8/10 mile pedestrian mall. The Mid-America Mall, as it is known, is an integral part of the resurgent downtown core. However, there is a transportation gap which exists between the maximum length of a trip most people will take by foot and the minimum trip length for using one's automobile. Many downtown workers now use their automobiles for very short trips contributing to more congestion and poorer air quality. The need for a transportation system to bridge this gap was identified in the original mall development plans; however, funding for this system was unavailable at that time.

In the past few years, Memphis has experienced over $900 million of private investment in downtown and developers have planned an additional $700 million in construction activity. While MATA provides a substantial level of transit service in the downtown area, the lack of transportation on the mall has limited the progress of these developments. The changes in downtown activity brought about by major developments will also bring about changes in downtown mobility patterns and needs. The Great American Pyramid and Music Island theme park projects are estimated to attract 3,000,000 visitors alone to downtown each year. The Pyramid which is scheduled to be completed in May 1991 includes a 20,500 seat arena and will be a permanent showcase of American music history. The Civil Rights Museum which is being developed at the Lorraine Motel where Dr. Martin Luther King was slain is another major attraction scheduled to open in 1991. Located between these two attractions are the Beale Street Entertainment District and Peabody Place, a regional shopping and office complex planned for downtown. It is necessary to link potential users of downtown with all of the these facilities. MATA and the City have reviewed numerous alternatives that would satisfy the mobility needs of downtown residents, workers, businesses and visitors in a cost-effective and environmentally acceptable manner.

This project was developed as a joint venture between the public and private sector. The system, which will be accessible to the disabled community, will operate along Main Street, the Mid-America Mall and the Mississippi Riverfront. The project as proposed and which is in final design, will include a 4.9 mile electric trolley system linking the office and government complex with shopping and restaurants, as well as existing parking facilities. Further, this system will provide convenient transportation from the hotel district at the south end of the mall with the Convention Center and the Great American Pyramid Arena located at the north end. Memphis also has a significant number of residential units adjacent to the trolley system and additional residences are planned and being developed.

Significant improvements are also planned for the Mid-America Mall, including the government complex. As depicted on the attached map and in the Excutive Summary, which we have also provided, the trolley will provide frequent shuttle service along the length of Main Street. Trolleys will operate in mixed traffic except on the current pedestrian mall where vehicular traffic will be limited to the trolleys and emergency vehicles and along the Mississippi riverfront.

Operations and maintenance of the trolley system will be funded by fares and revenues generated by a special benefit assessment district. These revenues which will be provided by private businesses and properties near the trolley system will also pay for regular maintenance and marketing of the Mid-America Mall. Plans are to hire a private Mall management group which will manage the mall in a manner similar to the Denver 16th Street Transit Mall.

The recommended trolley vehicles will provide seating for approximately 40 passengers. Cars will be double ended, with large end platforms, wide door openings to accommodate wheelchairs and allow for one-person operation. Air conditioning will be provided on closed cars. Some combination or semi-open cars will likely be used. The trolley vehicle will be acquired and refurbished by private investors. MATA already has commitments for $3.0 million for these vehicles. The system is designed to accommodate possible light rail extensions to other parts of MATA's service area in the future.

The total cost of the project is estimated to be $39,630,264. Funding is proposed at this time to consist of the following:

Federal - Interstate	$26,380,196	66.6%
State	2,315,029	5.8
City	2,315,030	5.8
Private/Other funding	8,620,009	21.8
Total	$39,630,264	100.0%

As a reserve for potential cost overruns, MATA plans to commit Section 9 funds in the amount of ten percent of the designed cost estimate. The city is also prepared to cover any additional overruns that cannot be eliminated by design changes. We do not, however, intend to endanger the integrity of this project or sacrifice any of our existing service. We also have reviewed our capital plans and have sufficient Section 9 funds available to meet our bus related needs.

Since the trolley system is adjacent to Memphis' Central Station, we have recently discussed with the Federal Railroad Administration and Amtrak the feasibility of cooperating to renovate and redevelop Central Station into a multi-modal transportation facility to include the trolley system, intercity buses, Amtrak trains, taxis and MATA's regular bus and paratransit system. While not part of this project, we believe this would be advantageous to all concerned.

An economic impact assessment (copy attached) for the project shows that once the system is operational, 1370 permanent jobs would be created generating $29.1 million each year to the local economy. This is in addition to 576 short term jobs providing a $12.59 million boost to the economy during construction. In addition to increasing property values adjacent to the Mid-America Mall, total construction associated with increased retail activity will generate as much as $19.4 million in new property taxes each year. This added activity will generate an additional $2.45 million in annual local sales taxes from new downtown business.

The project was designed to eliminate the need for additional parking construction by connecting over 11,000 existing parking spaces that are within one block of the trolley system with new activity centers. For example the Pyramid with its attractions and 20,500 seat arena is depending upon the trolley to supplement its 3,500 on site parking spaces. The project has already provided a broader base of support for expanded transit service throughout MATA's service area. This project has been designed to be integrated with MATA's other bus and paratransit services and will result in operating cost savings associated with these services. The project also will encourage other transit ridership, further reducing traffic congestion, fuel consumption and air pollution by reducing the number of automobile trips made each year.

The project is also cost-effective when compared to other alternative forms of transportation. The trolley system is projected to carry over 1.5 million passengers each year. MATA evaluated alternatives that included both diesel and electrically-powered buses. This project has an annualized cost, including both operating and capital, of $1,784,046 compared to the Transportation System Management (TSM) Alternative of $1,589,625. However, projected ridership for the trolley exceeded the TSM ridership by 881,000 passengers per year translating into an incremental cost of 22 cents for each additional passenger.

Interstate Substitution Funds

Interstate 40 was planned as the major east-west highway through Memphis, connecting with I-55 which runs north - south. After almost twenty years of litigation, the city withdrew a 3.8 mile segment from the construction plans for I-40 that was originally to extend through Overton Park and adjacent to the Memphis City Zoo. Overton Park is a major urban park located in the mid-town area just to the east of downtown.

This portion of interstate was withdrawn in 1980 subsequent to a long series of events resulting from a lawsuit filed in 1969 against then Secretary of Transportation John S. Volpe. Several attempts were made to resurrect the interstate segment which was already under construction during this time including consideration of a tunnel through the park, which would have increased the costs significantly. Ultimately, the design as proposed by the State of Tennessee was disapproved by the U.S. Department of Transportation. Since agreement on alternative routings could not be reached, it was decided to transfer the funds allocated to this segment to mass transportation and non-interstate highway projects. Based on the 1983 cost estimate to complete this segment $287,503,353 was allocated to Memphis. Local officials in cooperation with the Tennessee Governor agreed on a split of 12 percent being allocated for mass transit projects and 88 percent for highways. Through December 31, 1989, $16,251,540 has been provided to MATA through UMTA grants leaving a balance of $19.1 million still available for transit grants. Memphis has never come before the Appropriations Committee seeking discretionary or lump sum funding for a project, having in the past limited its projects to formula appropriations.

Discussion

Memphis has already received grants from UMTA committing $7.3 million of past interstate formula funds for this project. As mentioned previously, $19.1 million is still available for transit grants, $4.3 million was appropriated in FY89 and FY90 which MATA intends to use in its amended grant for this project with UMTA. Therefore, $14.8 million has not been appropriated and is needed during FY91 to complete the project in a timely manner. With these funds, MATA will have the $26.4 million that is planned for this project.

The Interstate Substitution-Transit program has provided much needed flexibility at the local level. Local decision makers are therefore challenged to ensure that these substitution funds best meet the area's mobility needs. While Memphis and the State of Tennessee have committed to a balanced program between highways and mass transit, this project provides a unique approach for improving downtown mobility, route interchange by mass transit and high capacity access to major traffic generators. In addition, the Memphis project has a broad base of support both in the public and private sector including a substantial commitment of private investment for both capital and operating costs.

Memphis' request would close out its transit substitution account and is needed now to complete the construction phase. Since the Interstate Program is no longer adjusted for inflation, it is important that Memphis receive its funds in order to complete the project within the design estimate rather than spread the project out over time incurring greater costs.

Further this project was not designed to be accomplished over several years due to disruption of businesses along the system and the need to meet the mobility demands of major downtown projects like the Pyramid, Music Island and the Civil Rights Museum which are currently under construction. As you well know, the Administration has proposed eliminating the Transit Substitution program beginning in FY-91. It is important for the subcommittee to consider closing out those projects that: 1) are ready to begin construction; 2) have a substantial amount already invested by the federal and local governments; and 3) can reasonably be funded in FY-91.

The Memphis project is important in ensuring the continued revitalization of downtown Memphis while also dealing with improved air quality. This public/private venture is a cost effective approach to addressing Memphis' transportation needs as well as putting into place the initial piece of what may evolve into a regional rail system.

Conclusion

In conclusion, Mr. Chairman and members of the subcommittee, we thank you on behalf of the Memphis region for considering this project. We also want to thank you for your continual support of the Interstate Substitution Program. This program is important to a number of cities. We do recognize the constraints under which you must operate, but the Interstate Substitution program was intended to substitute transit projects for interstate highway construction, where state and local officials determined that mass transit could better meet the mobility needs of the local area. We ask that this program be continued as an UMTA program again this year.

Previously, I noted the federal/local partnership that has been so vital to mass transit service. We value this partnership and have always lived within the resources made available through formula distributions of the Interstate and Section 9 programs.

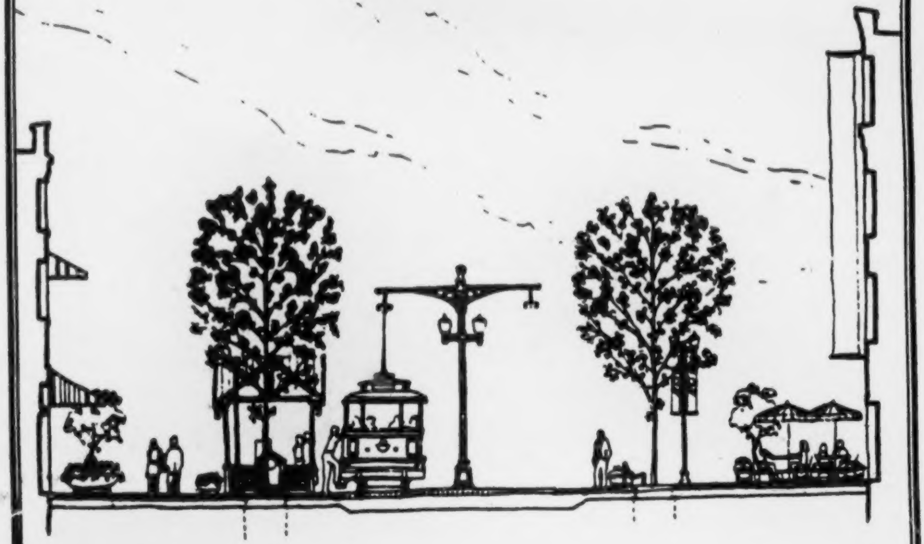
This project, we believe is a valuable and environmentally sensitive mobility project that warrants the set aside of $14.8 million of Interstate Funds for the coming year. We would be glad to provide additional information as needed. While our primary purpose has been to familiarize the subcomittee with our project. We also want to urge you to continue federal operating assistance for cities such as Memphis. Again, thank you for this opportunity.

Memphis Area Transit Authority

Executive Summary

Mid-America Mall

Pedestrian Mall With Trolley



TRANSIT MALL

EXECUTIVE SUMMARY

BACKGROUND AND SCOPE

Built during the early 1970's and hailed as a progressive step toward unifying the traditional downtown by providing a more people-oriented environment, the Mid-America Mall was one of the most extensive such projects in the United States. Although it has been in service for 15 years and is an integral part of the resurgent Memphis downtown core, there are three areas of improvement which are generally agreed to be critically needed within the near term.

First, the severe and continuing pavement damage, largely caused by an unstable sub-base, has resulted in chronic and costly maintenance. Secondly, some of the original design elements, notably the Civic Center Fountain and other design shortcomings such as the barrenness of Civic Center Plaza, warrant improvement. Thirdly, lack of any transportation other than by foot has severely limited the utilization and enjoyment of the 3/4 mile-long facility by many of its patrons.

While these issues have been partially addressed in two previous studies, no consensus has coalesced around a specific plan for reconstruction of the Mall nor has agreement been reached on the transportation system which can best fulfill its needs.

Furthermore, accelerating downtown development activity, representing an investment of $700 million, is underway - and many of these projects will impact the Mid-America Mall.

Accordingly, this study has been undertaken. Its goals:

- To develop a comprehensive master plan and conceptual design for the reconstruction and enhancement of the Mid-America Mall, retaining a pedestrian-only configuration.
- To develop a similarly comprehensive master plan and design for a Mall which includes an electric streetcar trolley system as a key mobility addition & improvement.
- To provide sufficient engineering data, operations analysis and cost comparison documentation to permit MATA, responsible elected officials and decision-makers to arrive at a course of action along which to proceed.

In completing our assignment, we have detailed two separate design approaches, one without and one with the transit element. The technology postulated in the latter is an electrically-powered, rail-based trolley. Previous studies have dealt with large and small rubber-tired vehicles, both electric and internal-combustion powered, and it was not deemed necessary to replicate this work. Cost data has been prepared, and funding sources tentatively identified. Two implementation schedules are presented, one utilizing conventional public works construction practice, and the second suggesting a private-public cooperative venture to dramatically shorten implementation time and thus minimize disruption to retailers and residents alike.

DESIGN ALTERNATIVES

Reconstruction of the Mid-America Mall as a pedestrian-only facility fulfills one of the study assignments and solves two of the shortcomings of the present Mall. Inclusion of an electric transit rail system responds to the remaining present drawback. The following discussions present word images of the two approaches. Renderings of these designs are included in the succeeding report.

A. **Approach #1 - Pedestrian Only Reconstruction**

Two primary tasks were involved in the development of this approach - preparation of a conceptual design and provision of a cost estimate for the reconstruction. The design team approached the problem as follows:

1. Conduct an investigation of the existing condition of the Mall paving, structural considerations, utilities and landscaping prior to the schematic design phase.

2. Develop a schematic plan in which the solution addressed the following issues:

   - A redesign of the Mall paving system including the subsurface support system and the pavement
   - Upgrade the lighting system to provide more general lighting and to highlight features along the Mall.
   - Upgrade the information systems for tourists, downtown workers and downtown residents
   - Preserve the "park-like" atmosphere
   - Provide a pleasant environment in support of the retail, office and residential elements of downtown
   - Resolve accessibility issues regarding disabled persons

3. Select a Prototypical Block (Madison to Monroe) to which design concepts through design development drawings can be provided, enabling estimation of accurate unit costs which can then be extended for the entire Mall.

The approach to the Mall design was developed in two phases:

1. The Design of the Civic Center Plaza

   The Civic Center Plaza is the largest and most important segment of the Mall. As the location of offices for the Federal, State, County and City Governments, the Civic Center Plaza is often one of the most visible areas of Memphis to visiting dignitaries and business leaders. Therefore, its impression must be favorable. The redesign of the Plaza reflects three resources which symbolize the identity of the city of Memphis:

   - The Mississippi River, the soul of Memphis, is the basis for the City's founding, the force behind its growth, and the inspiration for its culture.
   - Fresh drinking water from deep artesian wells provide Memphis a continuous source of life sustaining, clean water and have also played an important role in Memphis' development.
   - The abundance of trees in the area is a source of admiration and astonishment for visitors to Memphis. Unlike the existing plaza design, which is devoid of vegetation, the redesign will incorporate landscaping to echo Memphis' natural flora.

   Design themes, paving patterns and materials for the remainder of the Mall were then developed as extensions of the Civic Center Plaza. The redesign of the Plaza consists of the following:

   - Removal and replacement of the existing paving system
   - Introduction of planters and grass to green space areas to define circulation routes on the plaza and to provide more formal entries to the government buildings.
   - Renovation of the Plaza fountain to recapture its power, but reduce maintenance
   - Introduction of a new amphitheater and water feature in the south east quadrant of the Plaza to improve use of the Plaza and create a more inviting pedestrian

environment.
- Introduction of new trees and plantings to provide more shade and add color
- Improvement of the entry from the Plaza to Mud Island. Mud Island will become a major Memphis attraction once a proposed theme park is built there.

2. Design of the Mall

The redesign of the Mid-America Mall presents a unique design problem since it is long (.75 mile) and linear. The design team felt that visual barriers were needed to reduce the perception of length and linear nature, but still provide ease of circulation. Another prime concern was to preserve the spontaneity offered by areas of the existing Mall, but provide order to the design.

The solution consists of designating areas for general use and others for specific activities. Zones were developed for pedestrian circulation, retail, green space areas and areas identified for future development. Nodes were identified for information, rest and scheduled or unscheduled activities. Circulation areas have been established adjacent to the retail establishments. A "common area" is located in the center of the Mall between the circulation areas, and is occupied by planters which will provide landscaping and shade, new seating elements for conversation and eating, and a crossover area. Lighting concepts illuminate circulation areas, and have been integrated with planting locations to allow building facades to become a part of the Mall, rather than looming presences.

B. Approach #2 - Pedestrian Mall with Trolley

The methodology followed in Approach #1 was also followed by the design team to conceive the conceptual design for Approach #2. The steps are as follows:

1. Develop a Schematic plan addressing the following issues:
    - A redesign of the Mall, integrating an electric trolley system
    - Mall reconstruction including items addressed in Approach #1, with the addition of the design of the trolley support system including location of rail and catenary system, trolley stops, disabled persons' accessibility to the vehicles and preliminary design requirements for a maintenance facility.
2. Use the same Prototypical Block (Madison to Monroe) as in Approach #1 to determine accurate unit costs which can be extended for the entire Mall.
3. Investigation of the existing condition of the mall was expanded for Approach #2 to include the underground parking structures adjacent to or under the Plaza, specifically addressing the Police garage. It was determined that sustained travel over the police garage area cannot be supported. The details of this study are included in "Existing Conditions."

As in Approach #1, the approach to the Mall design was developed in two phases:

1. The Design of the Civic Center Plaza

Using the same "Memphis" theme identified in Approach #1, the design team developed a concept for the Plaza including trolleys. The most significant design element is the redesign of the existing fountain area. For economic and engineering reasons, the most logical location of the trolley route is through the center of the Plaza at the current fountain location. To offset the loss of this once important feature, the team designed a pavilion, which serves as a trolley stop and information center for Mud Island, and a new fountain. The new fountain is an "interactive" design which allows people to move in and out of a "Forest of Water" consisting of 200 20' high plumes of water. The fountain will also interact with the arrival of the trolley by changing heights as the trolley moves through the fountain area.

A small amphitheater, which can also serve as a rest spot or quiet area, located at the southeast quadrant of the Plaza incorporates a backdrop "wall" of water, planting areas and a continuous running water fountain symbolizing Memphis' continuous supply of crystal clear drinking water. As in Approach #1, landscaping has been increased to provide shade, color and an inviting atmosphere in the Plaza.

2. Design of the Mall

The design of the Mall is driven by the installation of the trolley system. The design has reintroduced the "street" to the Mall in the form of the trolley route. Use of different textures and materials aesthetically reinforce the "street" as well as enhance safety. As in Approach #1, zones and nodes provide order. Trolley stops are conveniently located to provide shelter and information. .

New pavement design in conjunction with landscaping reduce the linear perception of the Mall. Landscaping has been increased to add color, texture and a softer, more inviting image. Lighting concepts and planting locations again allow building facades to become a part of the Mall, rather than a looming presence.

3. Trolley Route Alternatives (See Plate 1)

a. Trolley Route Criteria

The criteria used in the development of the trolley route alignments included:

i. Use of Mid-America Mall as basic route

ii. Service between important Central Business District origins and destinations, such as:

- Places of employment
- Residences
- Restaurants
- Shopping
- Parking Facilities
- Hotels
- Convention Facilities
- Tourist Attractions
- Special Events
- Other major activity centers

iii. Linkages with potential maintenance and storage facility sites

iv. Cost Considerations

v. Physical constraints to track curvature and vertical profile

vi. Opportunities for phased construction

b. Trolley Routes

The base system, or Mall Shuttle, is proposed to run along the existing Mid-America Mall, extending from Exchange Avenue to Peabody Place. The first extension, the Pyramid/Pinch Line, provides for a continuation of the double tracks from Exchange Avenue to Auction Avenue with a single track extension to the maintenance and storage facility proposed north of Mill Avenue. The second extension, the River Front Loop, adds a riverfront loop that utilizes existing tracks for most of its route which extends to Calhoun Avenue, and double track north on Main from Calhoun connecting to the Mall at Peabody Place. The third phase extension ties the Medical Center to downtown via Madison and Monroe Avenues. The fourth extension serves the northern end of Mud Island. And the final extension provides a link between Mid-America Mall and the St. Joseph/St. Jude Hospital area.

4. Maintenance and Storage Facility

The Maintenance and Storage Facility was selected from seven potential sites based upon consideration of the following criteria:

- Proximity to the primary routes
- Availability of property
- Purchase and construction costs
- Usability of existing structures
- Compatibility with adjacent land use
- Parcel size (1 acre desirable)

The Maintenance and Storage Facility for the base system is recommended to be two blocks from and in the vicinity of the existing Mall. Two possible options are 1) a newly constructed facility located on a vacant parcel of land on the east side of Main Street north of I-40; and 2) a newly constructed facility located on property under I-40 north of the Convention Center. A new building is being proposed due to the lack of a suitable existing building. For the first and second extension, the recommended site is the existing Cotton Carnival float storage and assembly building north of Mill Avenue between Main and Front. The site is ideally suited due to its proximity to the proposed termination of the Pyramid extension at Auction Avenue and its location adjacent to the IC&G track to the west.

5. System Operation

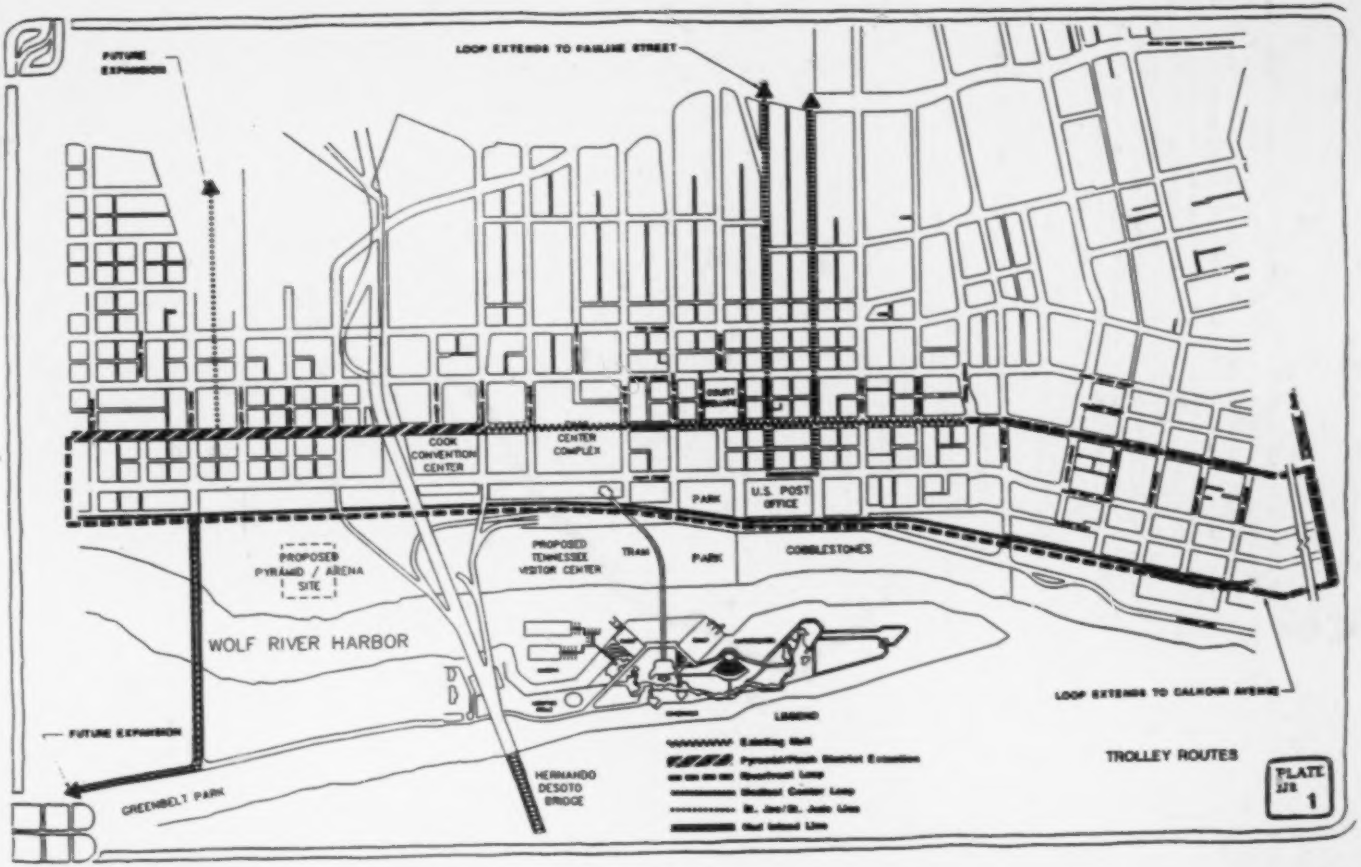
Operation of the system could be accomplished by MATA or by a new authority.

6. Ridership

Ridership estimates were prepared, applying comparative projection methodologies. The 1991 daily ridership estimates range from about 3500 for the existing mall system to almost 6500 with the extension to the Pyramid/Pinch District and almost 9,000 with the addition of the River Front Loop."

COSTS AND FUNDING

Total project costs, which include design and management fees, general construction, an inflation factor and a small contingency, were developed as part of this study. To determine these costs, overall schematic plans were designed for each approach in this study. Additionally, a detailed "Prototypical Block" was


FUTURE EXPANSION
LOOP EXTENDS TO PAULINE STREET
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PARK
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LEGEND
Existing Mall
Riverfront Loop
Medical Center Loop
Mud Island Line
FUTURE EXPANSION
GREENBELT PARK
HERNANDO DESOTO BRIDGE
TROLLEY ROUTES
PLATE
1

developed for each approach, which was then used to establish accurate unit prices. (In many instances, actual vendors of the specified products were contacted for current prices.) These unit prices were then applied to the quantities required for the entire Mall, determined in the development of the schematic design. The costs of the trolley system, vehicles, barn, track and electrical were verified with cost data from other cities with trolley systems.

Although a number of funding options were reviewed, it is felt that a form of public and private participation be used to finance the portion of the project that exceeds the Federal match. This inclination is based on the fact that the consultants and other parties actively involved in this project understand that UMTA and other Federal sources are giving priority to projects which have higher percentages of private participation.

Costs:	APPROACH #1	APPROACH #2 MALL SHUTTLE	APPROACH #2[1] PYRAMID/PINCH EXTENSION	APPROACH #2[2] RIVER FRONT LOOP EXTENSION
Capital Cost	$11,900,203	$26,271,536	$28,862,137	$39,830,264
Capital Fund Source				
-Federal ($/%) Interstate Sub		19,100,805/73%	20,181,543/70%	23,778,156/60%[3] (25,536,000/64%)[3]
UMTA Sec'n 3[3]				
• State ($/%)		1,685,365/ 6%	1,780,725/ 6%	3,963,026/10%[3] (2,253,176/ 6%)[3]
• City ($/%)[4]	$11,900,203/100%	1,685,365/ 6%	1,780,725/ 6%	3,963,026/10%[3] (2,253,176/ 6%)[3]
• Private ($/%)		3,800,000/15%	5,109,144/18% (to $6,128,137)	7,926,054/20%[3] (9,484,071/23%)[3]

[1] Includes capital cost for Mall Shuttle

[2] Includes capital cost for Mall Shuttle and Pyramid/Pinch Extension

[3] $1,757,842 could be programmed from other Interstate Substitution funds or taken from Section 3 Discretionary Funds to raise federal funding to $25,536,000. The City will be competing with other systems for Section 3 funds. If Section 3 funds are not attainable, more private funding would be required.

[4] Includes $1,275,000 for Civic Center Plaza improvements from City of Memphis capital improvement budget for '89-'90 fiscal year, deferred to '90-'91 until results of study available

Annual O&M Cost	APPROACH #1	APPROACH #2 MALL SHUTTLE	APPROACH #2 PYRAMID/PINCH EXTENSION	APPROACH #2 RIVER FRONT LOOP EXTENSION
Mall	$225,000			
Mall with Trolley				
• Mall/Trolley Admin. Plus Mall Maint.		$315,600[5]	$341,700[5]	$368,550[5]
• Opera'n & Maint. for Trolley		513,400[6]	661,300[6]	813,450[6]
		$829,000	$1,003,000	$1,182,000

[5] Includes Mall Operation and maintenance plus 15% of trolley annual operating cost for maintenance based on net operating cost

[6] 85% of annual net operating cost for trolley system

RECOMMENDATIONS

The need for effective linkage and the opportunity to significantly enhance development along the Mall have led to our recommendation of a reconstructed Mid-America Mall with a vintage trolley system (Approach #2 in the succeeding report). Our choice of vintage trolleys as the vehicle for the rail system allows the transit link to interact with the environment of the Mall and its adjoining properties in a dynamic and synergistic total design. In addition to attracting riders as part of a shuttle system, the trolleys will be the destination of many visitors to downtown; vintage trolleys thus offer the highest potential ridership. To ensure successful implementation and future development of such a reconstructed Mall, we also recommend the following:

- Continuation of the trolley rail system involving construction of the base system with Extensions 1 and 2 to develop a continuous loop, utilizing the existing trackage along Riverside Drive for the majority of the required system. This loop would directly and conveniently connect:
    - The Mid-America Mall
    - Peabody Hotel District
    - Convention Center
    - Pinch Historic District
    - The Great American Pyramid
    - Mud Island Park Tram Terminal
    - Riverfront/cobblestones
    - South Bluffs Development
    - Central Station
    - South Main Historic District
    - National Civil Rights Museum
    - Orpheum
    - Beale Street

A desire for additional extensions was identified during the data collection phase of the study. These extensions are to the Pyramid/Pinch District, the Riverfront and South Main area, Medical Center, Mud Island and St. Jude/St. Joseph. Two extensions indicated strong potential ridership and linkage because of their proximity to the Mall:

Extension north to the Pyramid and Pinch District:

- High potential daily ridership generated by the Pyramid and related theme park
- Desired linkage of the Pyramid to the Hotel/Entertainment District and the merchant exposure resulting from Mall travel
- Desired linkage of approximately 3800 covered parking spaces adjacent to the Mid-America Mall.
- Development incentive for Downtown and the Pinch District

Extension south to South Main Historic District and South Bluffs:

- Provide linkage to Beale Street
- Desired linkage to the Civil Rights Museum
- High potential ridership, indicated in surveys, from increasing residential development in the South Main Historic District
- Desired linkage to the South Bluffs Development and proposed entertainment district at the Tennessee Brewery area and at Front Street (ridership estimates, however, were not high enough to support an extension serving this area only)

When the IC&G west tracks became available, the development of a River Front Loop became a feasible method of linking the entrance of the Pyramid, an additional 3400 covered parking spaces, the Riverfront, and the South Bluffs area. Thus, the River Front Loop presents a practical transit link, in addition to potential service as a tourist attraction, to the majority of the elements required to make Downtown a viable, active urban environment.

The capital costs were developed form unit costs based on national averages for light rail installations and mall construction as reported by the Dodge Reports, cost information from the consultants on the design team, and cost information research from other similar systems in Denver, Colorado; San Jose and Sacramento, California; Dallas, Texas; New Orleans, Louisiana; and Portland, Oregon.

IMPLEMENTATION

Three alternatives were studied and each refined into a total project schedule. The first, reconstruction of the Mall without the transit element and including design time, will require 22 months to complete. The second alternative involves reconstruction of the Mall with trolleys and will require a total of 30 months to design and build. A third option, which utilizes a fast track approach for reconstruction of the Mall with the transit component, will require 18 months for project completion.

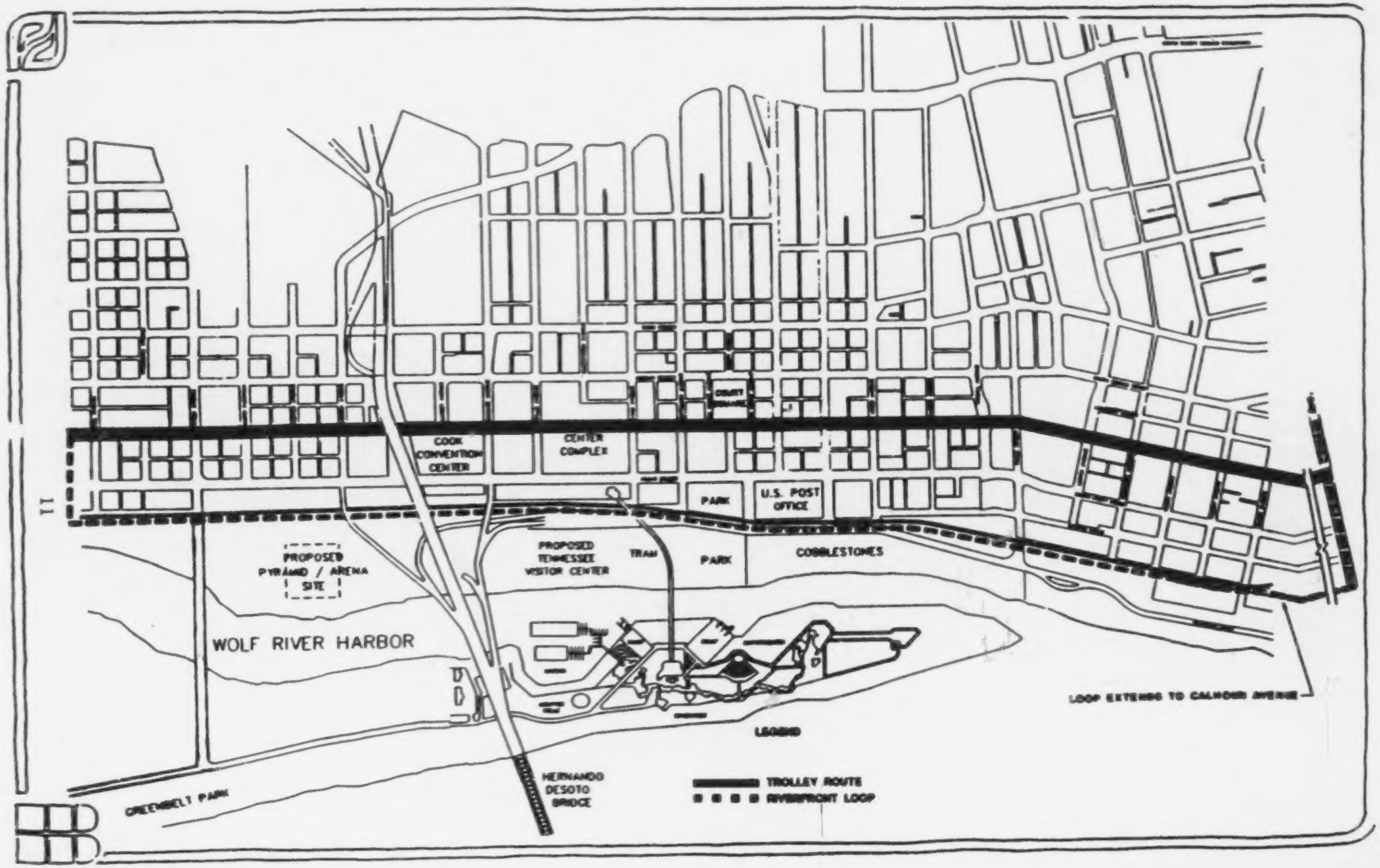
All proposed implementation schedules include bid time for the trolley acquisition and construction time. In each of the three cases the time allowance for trolley acquisition and the construction time for the Mall segment of the Project are the most critical lead time items; it will be important to move quickly once the commitment to the project is made. The construction phasing has been staged in two block segments with construction starting in two locations. Times and start-up locations have been selected to minimize the inconvenience to the retail shops on the Mall, most importantly during the Christmas shopping season.

- Maximize private participation in the following areas:
    - Sponsorship of trolley vehicles
    - Integration of stations with private development activities along route including funding
    - Broad based public participation in funding special Mall features. Example would be financial assistance in acquisition of art work for Mall.
    - Participation in Mall funding by downtown property owners.

- Creation of a Mall management organization, either through an existing or new agency, to oversee day to day operations of the Mall to include items such as security, maintenance, promotion, etc.

- Implementation structure: Private/Public partnership is a proven method for accelerated implementation of a project such as this. Rapid implementation is a must in view of current projects scheduled to open in 1991. Rapid implementation will minimize construction impact on ongoing downtown activity. Therefore, we strongly recommend consideration of private/public partnership approach.

- The Scope of Service for Phase Two, Design and Construction, should include Construction Management representation during construction (similar to Memphis/Shelby County Airport Authority practice) to ensure conformance of construction to construction documents and adherence to construction schedule.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LEGEND
TROLLEY ROUTE
RIVERFRONT LOOP
HERNANDO DESOTO BRIDGE
GREENBELT PARK

TUESDAY, APRIL 24, 1990.

DEPARTMENT OF TRANSPORTATION, NATIONAL ASSOCIATION OF COUNTIES

WITNESS

BART BARKER, CHAIRMAN, NATIONAL ASSOCIATION OF COUNTIES STEERING COMMITTEE, AND COMMISSIONER, SALT LAKE COUNTY, UT

Mr. LEHMAN. National Association of Counties. Mr. Barker.

Mr. BARKER. Thank you, Mr. Chairman. My name is Bart Barker. I am a member of the Salt Lake County, Utah, Board of Commissioners and also the Chairman of the National Association of Counties Transportation Steering Committee. Harvey Rubin sends his regards, Mr. Chairman. In fact, this July——

Mr. LEHMAN. He is a new father.

Mr. BARKER. Yes. That is right. This July, we are holding our national annual conference in Miami, July 14-17, and we would like to invite you, Mr. Chairman, to address our Steering Committee if you are available during that period.

Mr. LEHMAN. Privileged. Thank you. I will let you know.

Mr. BARKER. We appreciate an invitation to testify today on the fiscal year 1991 Appropriations Bill for transportation. NACO members are interested in many aspects of transportation, but today I will talk about the surface transportation area—highways, bridges and mass transit. The economic health, vitality and competitiveness of our nation is being threatened by increasing urban and suburban congestion and a failure to meet the access needs of rural areas. Congestion adds billions of wasted dollars to the cost of moving goods, services and people in urban and suburban areas.

In our rural areas, under-investment in highways and bridges and the resulting deterioration make it more expensive to move commodities and discourage new economic activity in areas that sorely need that activity. Local government has already increased its commitment. This is very important, because the local share of highway funding increased from 23 percent in 1980 to 29 percent in 1987. In transit, from 34 percent that the local governments were paying in 1980 to 41 percent in 1987.

During the past year, 19 states have increased their gasoline tax to increase the state's share. Meanwhile, the federal share has gone down during that period. And we ask that this Subcommittee take the lead in funding those programs that will help make our economy more efficient and address problems such as congestion before they get worse.

The obligation ceiling proposed by the administration for federal aided highway programs is simply inadequate with our nation's highways and bridges requiring substantial investment. With a $10.6 billion balance in the highway trust fund, it makes little sense to reduce spending in the highway program by $245 million. We think the $12.9 billion recommended in the House Budget Resolution is a good place to begin.

The NACO leaders of the National Association of Counties and the six other major state and local government organizations: the National Governors Association; National Conference of State Legislators; National League of Cities; U.S. Conference of Mayors; and the Council of State Governments, along with the International City Management Association believe Congress should set the obligation ceiling for the highway program at $15 billion—approximately $2.7 billion higher than the current year's level.

The effect on outlays in fiscal 1991 will be minimal, as spending for the highway program is slow. The outlay cost would be between $400-500 million that first year by increasing the obligation ceiling to $15 billion. Increasing the obligation ceiling would result in more funding for transportation, but would also be a positive signal to state and local elected officials and to the American people that their gasoline dollars were being spent helping to restore a sense of trust to the trust fund without doing serious damage to the deficit situation in 1991.

The NACO appreciates what the Members of this Subcommittee have done to try to hold the line on reductions in the transit program. NACO believes it is now time for mass transit funding to turn around. In its fiscal 1991 budget, the administration makes the statement on page 133 that, "Failure to respond to increased travel demands would lead the transportation infrastructure to become increasingly more obsolete and congested."

In response to this statement, it is not enough for the administration to say that their cuts in transit are not as great as in past years. In fact, funding should be substantially higher, and it is likely that two pieces of legislation will be passed this year with the administration's support which will require substantially higher levels of spending on transit—the Clean Air Act and the Americans with Disabilities Act.

Cutting the Section 9 formula grant program hurts counties and the systems that serve the residents of these areas. The capital formula program should receive at least as much as the current year's funding level of $822 million. We completely reject their proposal to eliminate operating assistance to those systems serving areas with populations of one million people or more, and recommend that $805 million level be maintained.

I came to this hearing by plane. During my flight, I had the opportunity to look at a chart in the administration's budget which shows enplanements by air carriers increasing from 471 million passengers in 1990 to 584 million in 1995. I simply pose the question of whether level funding for the airport improvement program will be adequate to meet this demand.

Finally, let me conclude by saying that NACO supports Amtrak, local rail assistance and essential air service and believes that these programs should be funded at least at the current service levels.

Mr. Chairman, that concludes my statement. I would be willing to answer any questions.

Mr. **Lehman**. Thank you. The only thing I might argue with you a little bit about is essential air service, but I will not do that to you right now. Mr. Coughlin.

Mr. **Coughlin**. No questions, Mr. Chairman.

Mr. **Lehman**. Mr. DeLay.

Mr. **DeLay**. No questions.

Mr. **Barker**. Thank you very much.

Mr. **Lehman**. Thank you very much.

Tuesday, April 24, 1990.

DEPARTMENT OF TRANSPORTATION, ENERGY INDEPENDENCE PROJECT

WITNESS

ANTONINE LAFATA SOTTILE, DOCTOR OF ENGINEERING

Mr. **Lehman**. Mr. Sottile.

Mr. **Sottile**. Thank you. How are you doing, Mr. Chairman?

Mr. **Lehman**. I am doing fine. How are you doing?

Mr. **Sottile**. Doing good.

Mr. **Lehman**. You are still with us. Take your time.

Mr. **Sottile**. This is——

Mr. **Lehman**. You might want to pull that mike just a little bit closer.

Mr. **Sottile**. I ask for $25 million for my project. It is a project I devote to national energy independence. To maintain the technological advantages of our country to assure economy, to assure our independence in this world. For this, here we rely to this approach to the subway.

This for the City of San Diego, I presented this book here. It is a masterpiece of technological writing. And it seems that we now have this subway. It is a very bad mistake. Then I say that for a century, in the future everybody will complain why the Committee on Appropriations do not include clear consideration of this project and instead they say this is a mistake of the subway.

Then I said to the Subcommittee of Energy, do not do the same mistake with subway with a new project of energy. With my system, I will improve the efficiency of the operation from two kilowatt hours per square meter per day to 20 kilowatt hour per square meter per day. And then as the electricity runs, soon it became competitive with the sun, with oil, gas, nuclear power.

I recommend you to take in consideration this approach for the subway. Yes. It is the enormous advantages over this subway. First of all, it will exploit the gravity.

Mr. **Lehman**. Mr. Sottile, we will put the information into the record.

Mr. **Sottile**. Sure.

Mr. **Lehman**. We do appreciate your taking the time to come to update us on your information. But we are about to run out of time. So if you could maybe summarize and then we can go on to the next person.

Mr. **Sottile**. Thank you, sir.

Mr. **Lehman**. Thank you for being here with us.

Mr. **Sottile**. I recommend that you take into consideration all of these advantages of the leaning subway.

Mr. **Lehman**. I know what you are saying. All right, sir. You will be back next year. Promise. Promise to be back, next year.

Mr. **Sottile**. Thank you, sir.

[The prepared statement of Mr. Sottile follows:]

Mr. Antonine Lafata Sottile
Ph. Doctor of Engineering
P.O. Box 28292
Washington, DC
20038-8292

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Washington, DC. Febr. 14. 1990

Honorable CONGRESS of The USA.
HOUSE Appropriations Committee
Subcommittee on Transportation
Washington, DC. 20515 -

REF.
By my present 25.th and 26.th Applications to This Honorable CONGRESS, I ask to Appropriate in Fiscal Year 1991, $.25.Million, in order to begin the practical Utilization of my Projects and Inventions, on behalf of The USA.
This required Monetary "Particle" in a budget above One Trillion $. could provide Initiatives to Solutions of problems concerning, Our COUNTRY's High Tech Advantage; National Energy independence; Economy; Environment; etc. in a GLOBAL Economy; Environment; etc.

Dear Chairman and Members of the Committee

Details about the other 24. Applications could be reached through the 2. Records at-hand for Fiscal Year 1990: SENATE Record part 2., HOUSE Record part 8. There my 5-page Report, together with a summary INDEX of the quoted Applications illustrates my project to get SOLAR Electricity "COMPETITIVE" with Electricity generated by ordinary sources: Oil, Gas, Coal, Nuclear.
Data assumed in my outline:
ROBOTS in Earth's synchronous ORBIT providing unicolor, unifrequency Beams, impacting uninterruptedly on the same Photovoltaics of appropriate Band-Gap on Earth's surface.
Efficiency = 20. Kilo-Watt-Hours per square meter per day.
Nr. 120. selected SITES, each one equipped with 10. Million square meters of Photovoltaics, would generate 8.76 Trillion KWH.s/Year, that is the total ENERGY of Every kind consumed in one year in The USA. Only next Century could be possible to attain such enormous result. At the end of this second Millennium, each SITE should generate at least a fraction of its Top production = 73. Billion KWH.s/Year.

Nr. 2. reasons oblige us to CURB the burning of natural FUELS :
Firstly, their emission of gases damages the Environment :
The emitted CO.2 (Carbon Dioxide) develops a gaseous LAYER in the Upper Atmosphere, with the notorious GREEN-HOUSE Effect, which provokes the Warming of the GLOBE.

Second reason : The saved natural Fuels in the Future could become a MONETARY Guaranty : Natural resources STANDARD replacing the GOLD STANDARD, should the Natural Gold be Depreciated by the diffusion of Chemical Gold. SEE recently discovered methods of chemical Gold production.

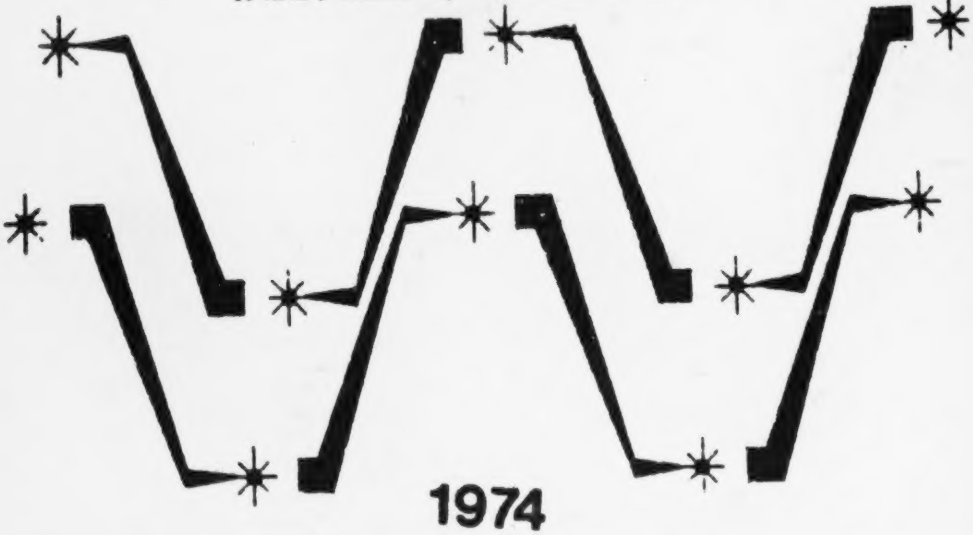
LEANWAY

A LEANING SUBWAY

LEANWAY's MOTTO

TO BUILD and TO OPERATE 2 SUBWAYS by THE BUDGET of ONLY ONE

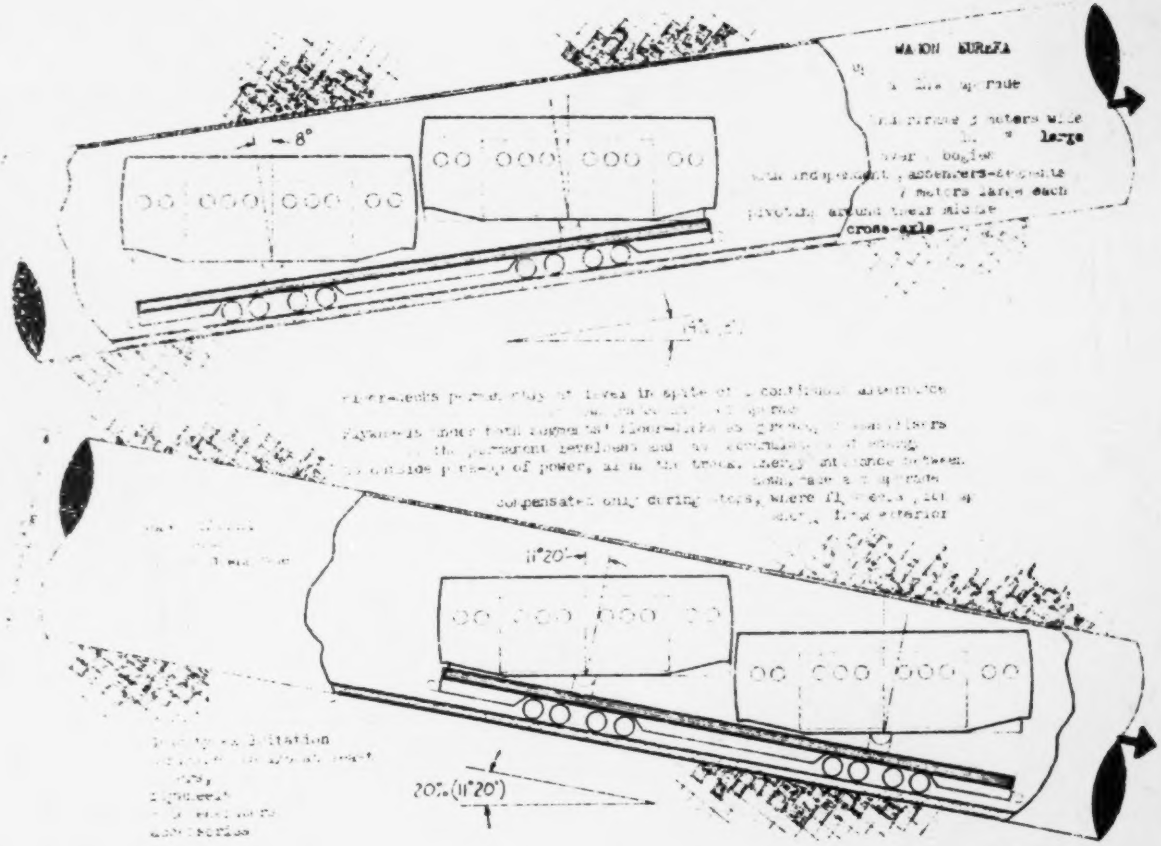
TO MOVE 5 SUBWAYS by THE ENERGY of ONLY ONE



1974

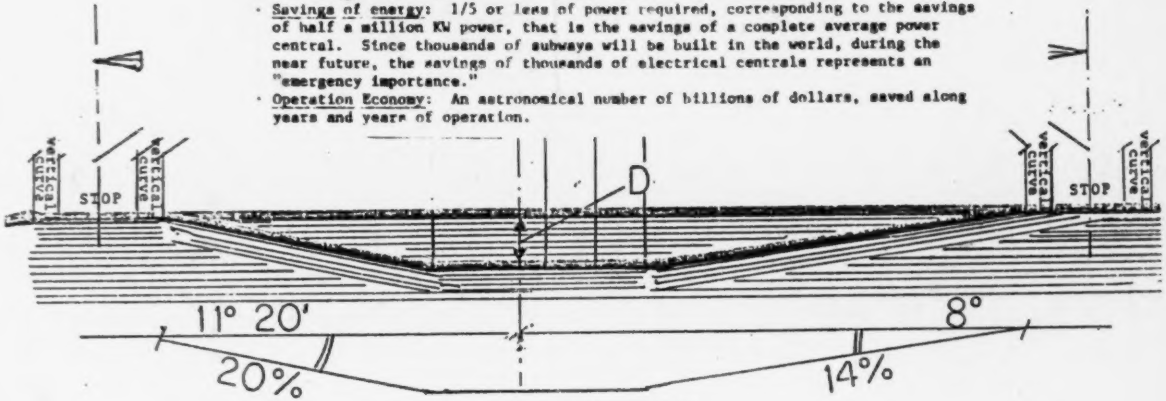
Applications Nr. 1, and Nr. 2. of year 1975, illustrate my Project "LEANWAY" : A Leaning Subway, serviced by my INVENTION: WAGON EUREKA. In transportation They assure enormous savings of Energy in construction and operation.

Leanway's STOPS are at Earth Surface ; Wagon Eureka, with its BODY at permanent Levelness, mounts from Underground to the Stops. No more Monster Escalators; its UNDERFRAME engaged in successive, steep Upgrades and DOWNGRADES assures FREE negative and positive ACCELERATIONS.


WAGON EUREKA
upgrade
3 meters wide
large
bogies
passengers-decks
7 meters large each
pivoting around their middle
cross-axle
8°
floor-decks permanently at level in spite of a continuous alternance
upgrade
Flywheels under both segmental floor-decks
stabilisers
the permanent levelment and accumulation of energy
outside pick-up of power, along the track. Energy alternance between
down-grade and upgrade
compensated only during stops, where
exterior
11°20'
exploitation
flywheels
accessories
20% (11°20')

Advantages:

- **Construction economy:** 2 billion dollars or more saved (permitting to build 50% or more subway lines by the same budget).
- **Higher speeds:** 2 times or more higher top and average speeds that could be further easily increased (by augmenting the assumed 20% downgrade and 14% upgrade and by surpassing the limit for positive and negative accelerations according to commuters' comfort:
  = 0.142(g) = 1.4m./sec^2 = 5.04 Km/hr x sec = 3.15 mile/hr x sec
- **Savings of energy:** 1/5 or less of power required, corresponding to the savings of half a million KW power, that is the savings of a complete average power central. Since thousands of subways will be built in the world, during the near future, the savings of thousands of electrical centrals represents an "emergency importance."
- **Operation Economy:** An astronomical number of billions of dollars, saved along years and years of operation.



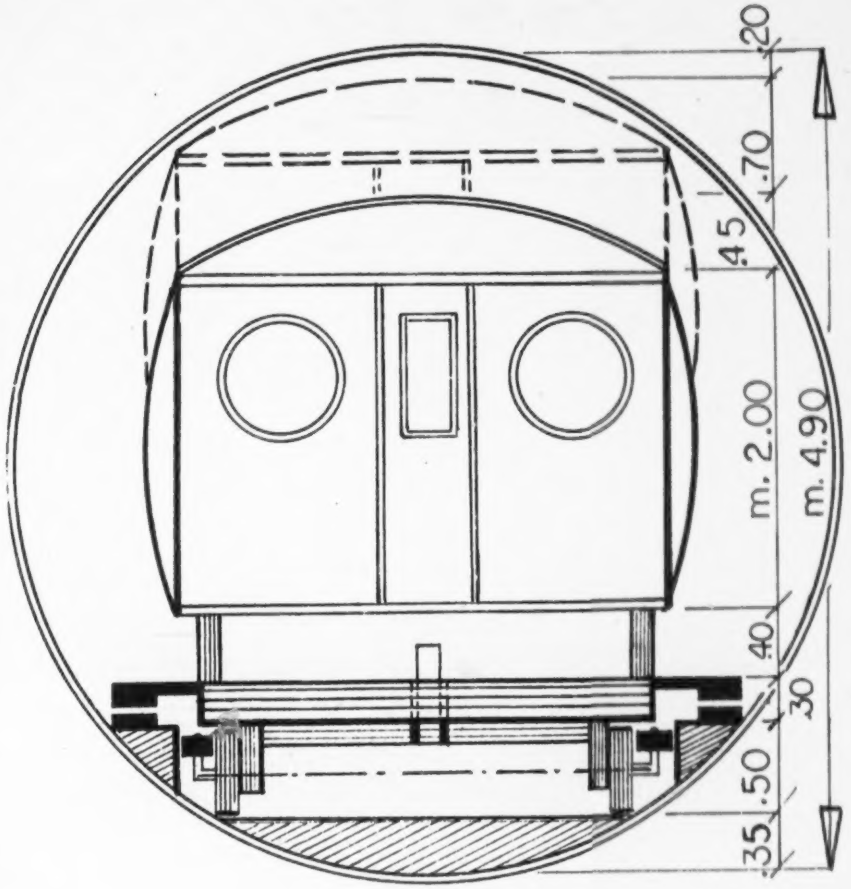
LEANWAY - A LEANING SUBWAY

INNERCITY LEANWAY

Length of Stop	= m.	40				
Horizontal Distance	H = m.	400	500	600	700	800
Effective Distance	E = m.	403.2	504.2	605.3	706.4	807.6
Maximum Deepness	D = m.	17.9	24.5	31.1	37.7	44.3

INTERCITY LEANWAY

Length of Stop	= m.	140				
Horizontal Distance	H = m.	1,200	2,200	3,200	4,200	5,200
Effective Distance	E = m.	1,209.0	2,221.7	3,233.7	4,245.6	5,257.4
Maximum Deepness	D = m.	57	127.8	196.6	266.2	335.9


.20
.70
45
m. 2.00
m. 4.90
40
30
.50
.35

WAGON EUREKA — ELECTRIC VEHICLE

****

COMPACT SIZE and BUS SIZE

APT — for existing roads, to replace and eliminate from traffic "internal-combustion vehicles"

APT — for future surface-or-tunnel roads At.La.S utilities and for future LEANWAY system of subway, both roads and tracks unidirectional consisting of successive alternances of steep downgrades and upgrades to exploit GRAVITY.

EQUIPPED — by ELECTRO-MAGNETIC suspension-propulsion FROM-THE-GROUND in the terminal steep upgrade of each alternance until surfacing again.

EQUIPPED — by FLYWHEELS, as gyroscopic stabilizers of the wagon-floor-deck permanent levelness (in spite of steep downgrades and upgrades continuous succession), and as accumulators-recuperators of energy.

COMPLEMENTED — during the intermediate phase of development by a TROLLEY for intermittent pick-up of energy from suspended feeder-lines.

COMPLEMENTED — by SOLAR CELLS and other kind cells, and by means to recuperate and store energy.

ADVANTAGES of the WAGON EUREKA: possibility to reach high speeds with almost motorless vehicles.

Lower requirements of installation and operation.

High capacity of energy savings.

* Flywheels under the floors of wagons as gyroscopic stablizers of the horizontality and as accumulators of energy. When the wheel of a gyroscope is set in rapid rotation in a given plane, it resists any attempt to change its original plane of rotation.

This property, utilized for the gyrostabilizers to counterbalance the ships' rolling, for the so-called "artificial horizon" in the airplanes and other applications, could be exploited to help to maintain the horizontality of the floors, in spite of grades.

The other more exploited property of flywheels is their capacity to store mechanical energy that could be put in (by accelerating) or taken out (by decelerating) in short time, for example in order to smooth the motion of alternative motors.

The amount of stored energy is proportional to the mass of the wheel and to the square of the speed. This latter factor being preponderant, it is convenient to select light materials but with the highest tensile strength in order to assure the maximum speed and resist decomposition due to centrifugal stress.

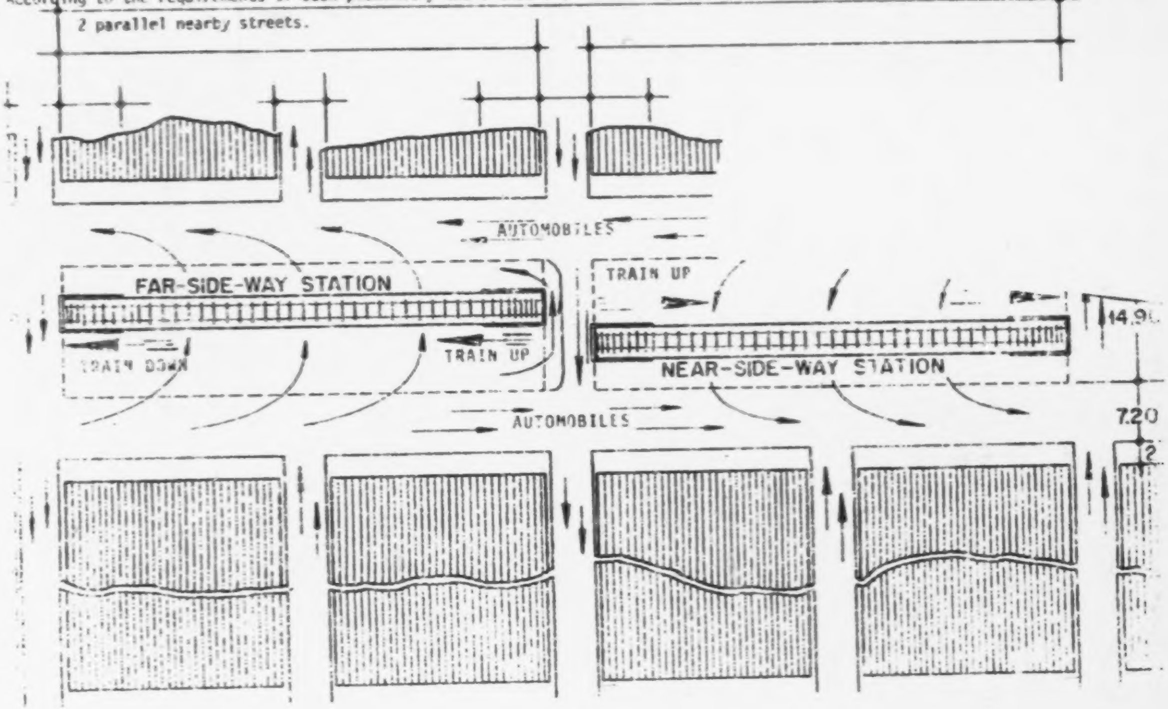
Flywheels built with already-on-the-market new fiber composite light material (density 4.4 times less the density of steel) could present a storage capacity seven times more the corresponding capacity of steel flywheels.

In practical terms, according to data published by the "Scientific American" 30 Kwh of stored energy would require 280 pounds of fiber-composite flywheel against 2000 pounds of conventional lead-acid batteries, the former one with higher regenerative efficiency and higher time rates of charging and discharging energy.

LEANWAY - A LEANING SUBWAY 1968 and 1974 Project

by Mr. Antonine Lafata Sottil
Ph. Doctor cf Engineeri

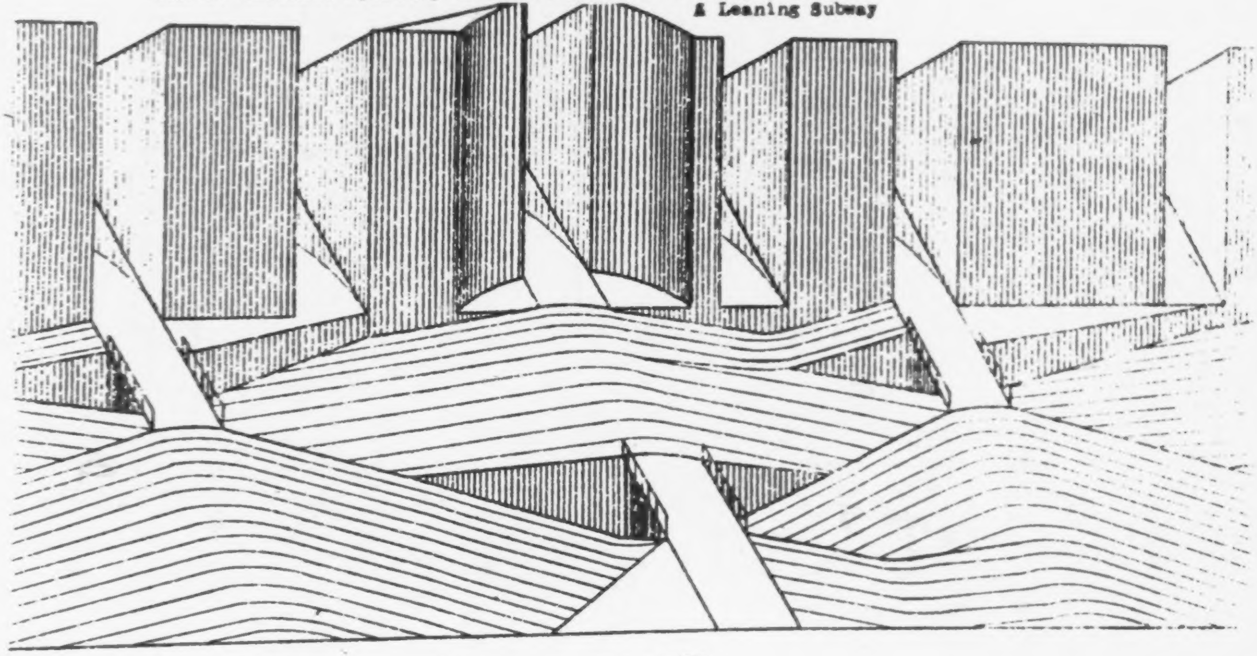
Outline of a 35 meters wide avenue with 2 contrary-way stations (stops); each stop assumed 4 lanes wide (m. 14.40)+ 0.50 clearance
Length of stop: m.40 in Innercity Subway in order to accommodate only one car (wagon)
m.140 in Intercity Subway in order to accommodate a train of 7 or more wagons
According to the requirements of each planimetry the 2 tracks of a line may be located on the opposite sides of an avenue or in 2 parallel nearby streets.


AUTOMOBILES
FAR-SIDE-WAY STATION
TRAIN DOWN
TRAIN UP
TRAIN UP
NEAR-SIDE-WAY STATION
AUTOMOBILES
14.90
7.20
2

at.La.S.
****

ALTERNANCE LANES SYSTEM with IMPROVED UNINTERRUPTED TRAFFIC

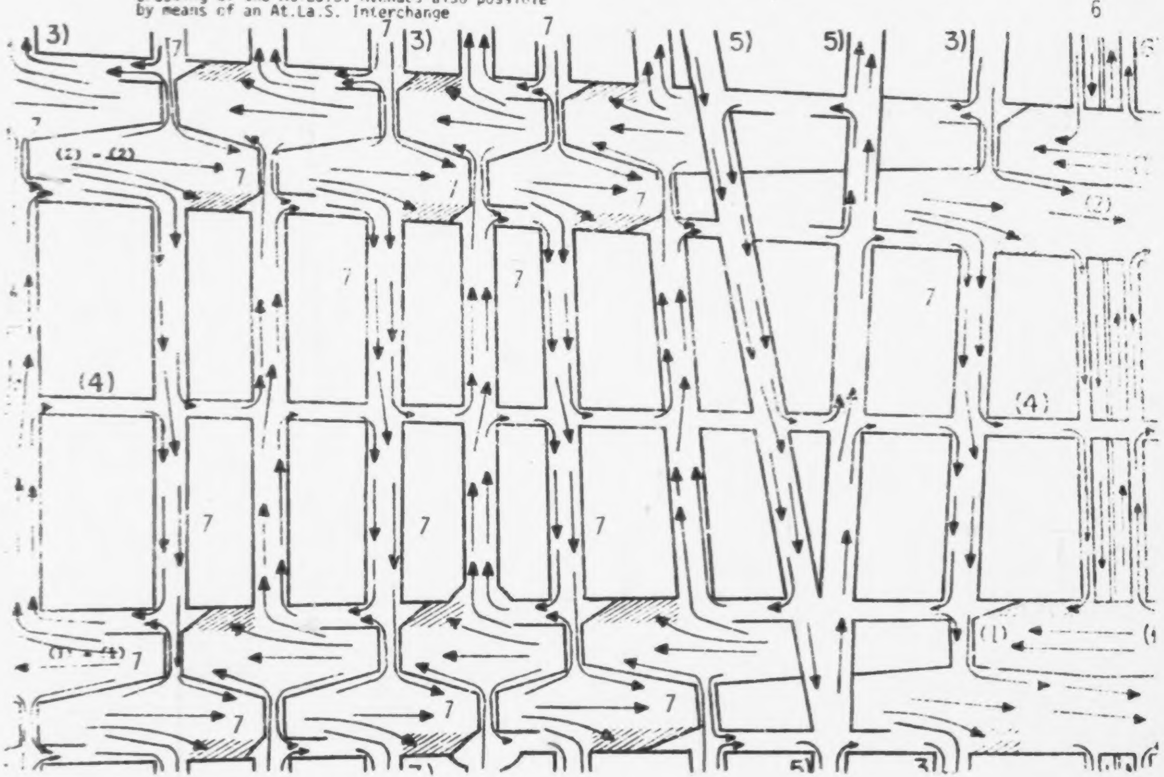
LINEAR CITY : a City in permanent prolonged development,
Defined by 2. parallel equidistant ATLAS Highways,
forming a median, moderately large, densely inhabitated ZONE,
and 2. lateral, sparsely urbanized AREAS, served by a LEANWAY
& Leaning Subway



Project by
Mr. Antonine Lafata Sottile
Ph. Doctor of Engineering

1-1 } -Longitudinal parallel At.La.S. Avenues
2-2 }
3-3 -One-way intercommunication cross-streets
4-4 -Secondary, turning, not-crossing streets
Crossing of the At La.S. Avenues also possible by means of an At.La.S. Interchange

5-5 -Direct overpassing cross-avenue
6-6 -Direct underpassing cross-avenue
7-7-7 -Crossing At.La.S. avenues by weaving



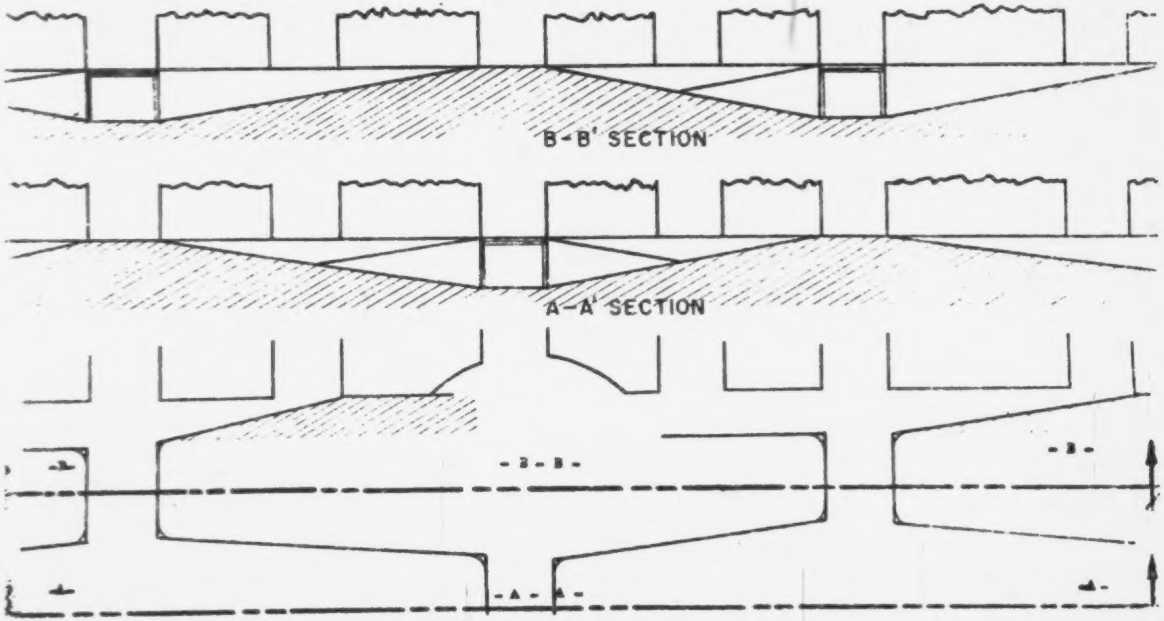
At.La.S.

he 2 roadways representing the 2 contrary ways of the avenue, follow systematically rolling outlines and come out in phase-opposi
hat is at each intersection a maximum elevation of a way, at grade with the cross street, corresponds to a minimum of the contrar
: the adjacent intersection, the 2 ways respectively alternate in reaching maximum and minimum of elevation and this alternance-c
n systematically.

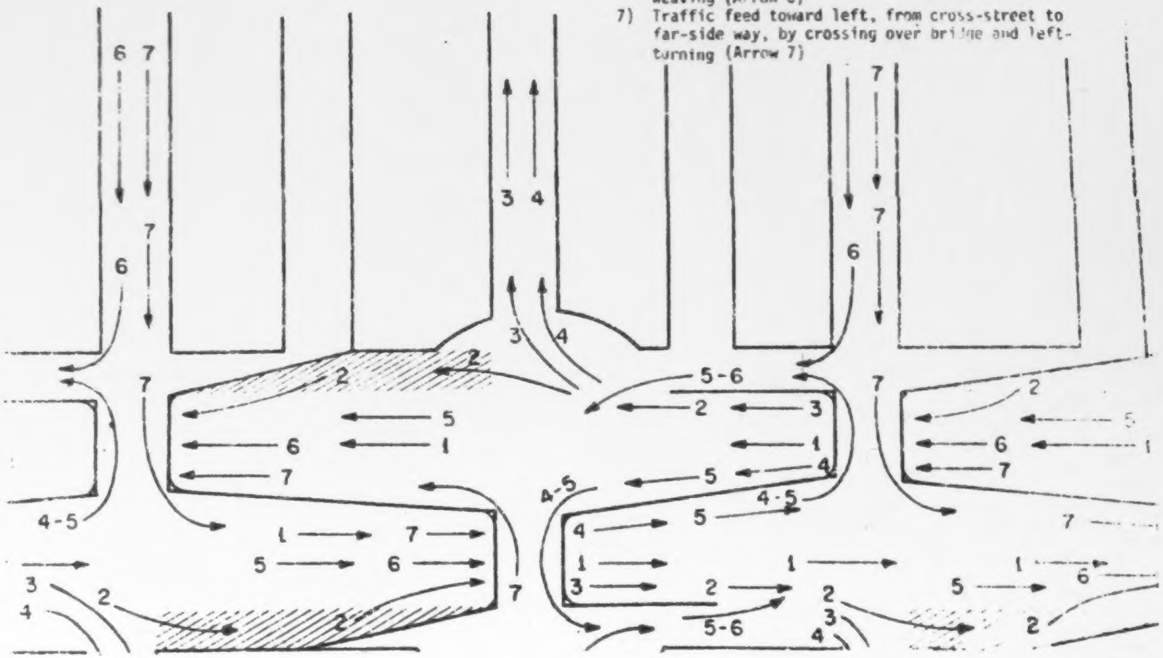
he difference of elevation of about 6 m. allows the uninterrupted left turn on maximum elevation phase, by crossing through a bri
ver the contrary way, without interferences.

n up-to-date projects of city planning, the totality of pedestrian flow and of its business will be lifted up the superior storie
here exterior and interior service aisles for pedestrians will be provided, as well as suspended connection passages between build
round floor remains assigned to vehicles only.

hen the matter is to accommodate this At.La.S. project in an existing urban area, it is necessary to provide under-passes or ove
asses to pedestrians, who in no way must cross the uninterrupted streams of vehicles.


B-B' SECTION

A-A' SECTION


6
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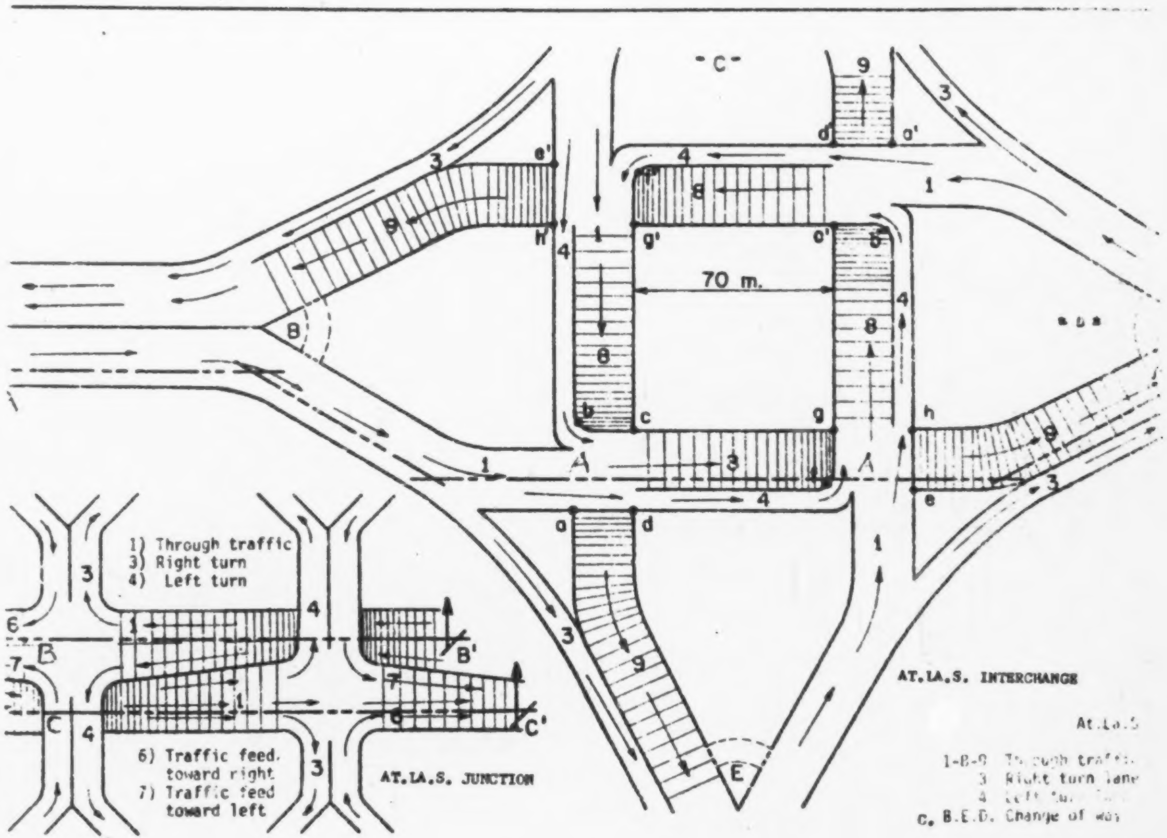
1) Through traffic (Arrow 1)
2) Access to parking and bus stop areas (Arrow 2)
3) Right turn traffic (Arrow 3)
4) Left turn traffic, by left-turning over bridge and ramp and by right-turning (Arrow 4)
5) Changing of way, by left-turning over bridge and ramp and weaving (Arrow 5)
6) Traffic feed toward right, from cross-street to near-side way, by right-turning **before** bridge and weaving (Arrow 6)
7) Traffic feed toward left, from cross-street to far-side way, by crossing over bridge and left-turning (Arrow 7)


"C"
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3
d'
o'
e'
4
1
8
h'
g'
70 m.
b'
B
A
b
c
g
h
9
3
a
d
e
1
E
6
7
B'
C'
C

1) Through traffic
3) Right turn
4) Left turn

6) Traffic feed toward right
7) Traffic feed toward left

AT.IA.S. JUNCTION

AT.IA.S. INTERCHANGE

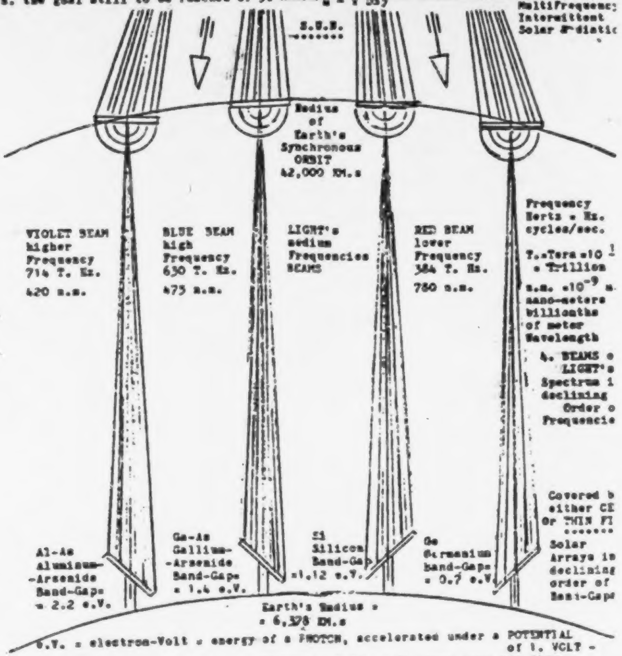
At.Ia.S

1-B-9 Through traffic
3 Right turn lane
4 Left turn lane
C. B.E.D. Change of way

Mr. Antonino Lafata Sottile
Ph. Doctor of Engineering

NATIONAL ENERGY INDEPENDENCE PROJECT •••

BEAM-splitting FILTER/MIRROR Concentrators in Earth's Synchronous ORBIT Select part of the Solar spectrum, reject the remainder into Space, and FOCUS the selected Beam to a Field of Solar-ARRAYS, with CELLS or THIN FILM of Appropriate BAND-GAP, at Earth's surface. The higher Frequency BEAM directed to the Field with higher BAND-GA The Uni-Frequency, un-interrupted BEAM could increase Efficiency to 30. KWH.s/m ^{2}xDay vs. the goal still to be reached of 5. KWH.s/$_m$ ^{2} x Day in Silicon CELLS by ordinary


MultiFrequenc;
Intermittent
Solar R diatic
S.U.N.
Radius of Earth's Synchronous ORBIT 42,000 KM.s
Frequency Hertz = Hz. cycles/sec.
VIOLET BEAM higher Frequency 714 T. Hz. 420 n.m.
BLUE BEAM high Frequency 630 T. Hz. 475 n.m.
LIGHT's medium Frequencies BEAMS
RED BEAM lower Frequency 384 T. Hz. 780 n.m.
T.=Tera =10 ^{12} = Trillion
n.m. =10^{-9} m. nano-meters billionths of meter Wavelength
4. BEAMS o LIGHT's Spectrum i declining Order o Frequencie
Covered b either CE Or THIN FI
Solar Arrays in declining order of Band-Gaps
Al-As Aluminum- -Arsenide Band-Gap= = 2.2 e.V.
Ga-As Gallium- -Arsenide Band-Gap= = 1.4 e.V.
Si Silicon Band-Gap =1.12 e.V.
Ge Germanium band-Gap= = 0.7 e.V.
Earth's Radius = = 6,378 KM.s

e.V. = electron-Volt = energy of a PHOTON, accelerated under a POTENTIAL of 1. VOLT -

BAND-GAP = energy needed by a PHOTON to FREE an Electron from its Atom, and Promote it into the Conduction Band -

Proposed Disposition of Beam-splitting Filter-Mirrors Concentrators in Earth's synchronous Orbit, apt to provide 8.76 Trillion KWH/Year of Solar Electricity, that is about the Total Energy of every kind, used recently in one year in The USA,:
To select 120 SITES, along the Sea coast-lines, in the deep Canyons of rivers, and in the desert bottoms of Valleys.
Each SITE to be equipped by 10.square Kilometers of Photovoltaic Arrays with appropriate Band-Gap.
For example : Higher frequency VIOLET Beam focusing on Al-As Aluminum-Arsenide Array; High frequency BLUE Beam on Ga-As Gallium-Arsenide Array; Medium frequencies Beams on Si. Silicon Array; Lower frequency RED Beam on Ge. Germanium. Array -
Each SITE's 10. Million square Meters, at 20. KWH/sq. meter xday could provide 200. Million KWH/day, and in one year 200. M. x 365 = 73. Billion Kilo-Watt-Hours.
120. SITES would generate 73. G, x120 = 8.76 Trillion KWH.s/Year
By this high Efficiency conversion of Sun light into electrical energy, through uni-frequency, permanent Beams, Solar Electricity will result Competitive to Electricity of other sources
W.

18) FY. 1987 SENATE Rec. Part 3. pp. 2133-2137 Hrgs.Apr.16.1986
17) " " HOUSE " " 8. " 1669-1675 " " " "
Project of SOLARdriven Liquid-Metal Magneto Hydro Dynamic Gener.
to yield Electricity.

16) FY. 1986 SENATE Rec. Part 3. pp. 2693-2702 Hrgs.Apr.3.1985
15) " " HOUSE " " 9. " 3132-3141 " " " "
Project of a Network of underground Tunnels exploiting Gravity

14) FY. 1985 SENATE Rec. Part 4. pp. 2431-2436 Hrgs.Apr.3.1984
13) " " HOUSE " " 8. " 1430-1436 " " " "
Seven Immortal Principles: 1. Solar Energy 2. Electrification
3. Electro-Magnetic Flying 4. Energy Savings 5. Tunneling
6. Gradient Utilization 7. Wagon EUREKA Expansion -

12) FY. 1984 SENATE Rec. Part 3. pp. 1643-1653 Hrgs.Mar.24.1983
11 " " HOUSE " " 7. " 874-884 " " " "
The $. 25. Million of Appropriation required for: To build a
Wagon EUREKA Prototype - To experiment a SOLAR MIRROR in GEO-SYNCHRONOUS ORBIT
10) FY. 1983 SENATE Rec. Part 4. pp. 2711-2717 Hrgs.Apr.24.1982
9) " " HOUSE " " 8. " 2586-2593 " " " "
120. Solar Mirrors settled in Earth's Synchronous ORBIT could
provide the total Energy of every kind utilized in one year in
THE USA. : about 8.76 Trillion KiloWattHours/Year -

8) FY. 1982 SENATE Rec. Part 3. pp. 1932-1943 Hrgs. Mar.24.1981
7) " " HOUSE " " 10. " 2402-2411 " " " "
Planets VENUS and MARS CONDITIONED in a 50. Years lapse
vs. 1,000 Years proposed by Incompetents
6) FY. 1981 SENATE Rec. Part 3. pp. 953-957 Hrgs.May 16. 1980
Interior Commitee: HELIUM Standard replacing GOLD Standard, as
MONETARY Guaranty, next Century -
5) FY. 1981 SENATE Rec. Part 2. pp. 144-150 Hrgs. Apr. 16. 1980
4) " " HOUSE " " 7. " 615-619 " " 17. "
Appropriations on Transportation
3) FY. 1981 SENATE Rec. Part 3. pp. 513-514-515 Hrgs.Apr.2.1980
Appropriations on Agriculture : Useful INDUSTRIAL PRODUCTS by
HARVESTED PLANTS -
2) SENATE Committee on Commerce, Science and Transportation
Hearings Oct. 7-10 1975 on S. 1632 and HR. 8800 : ELECTRIC
VEHICLE Act RECORD 94-96 - My Statement pp. 161-164 on my
Project : LEANWAY = A Leaning Subway - Leanway's MOTTO :
"To build and to operate 2. Subways, like the DC. Area METRO-RAIL by the BUDGET needed for only ONE." "To move 5. alike
Subways by the Energy required for only ONE."
1) HOUSE Committee on Science and Technology. June 3-6 1975
HEARINGS on HR. 5470 ELECTRIC VEHICLE Act - RECORD 27.
pp. 728-740 : My INVENTION " WAGON EUREKA " assures 4/5 of
Energy Savings in Transportation by its UNDERFRAME engaged
in successive Down-grades and Up-grades, providing FREE
positive and negative ACCELERATIONS .

Mr. Antonine Lafata Sottile
Ph. Doctor of Engineering
****
National Energy Independence
PROJECTS

My SENATE and HOUSE Tabled Statements

Fiscal Year 1974 to Fiscal Year 1989

22nd. Application of January 29. 1988 for F.Y. 1989 SENATE Rec. Part 2. Hrgs. April 1. 1988 pp. 2043-2048

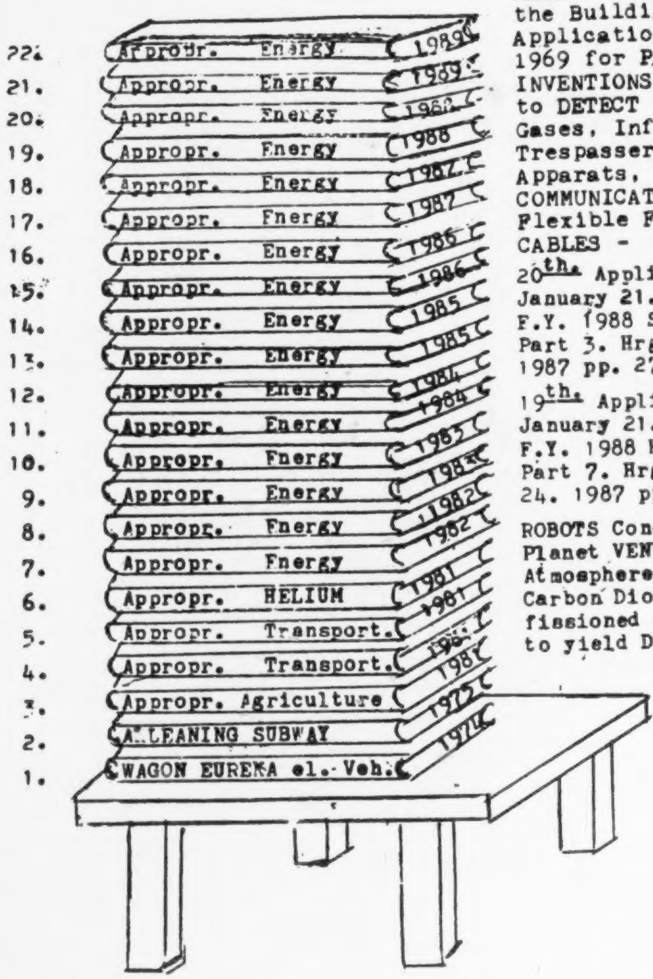
21st. Application of January 29. 1988 for F.Y. 1989 HOUSE Rec. Part 8. Hrgs. April 13. 1988 pp.1837-1846

LASER's Utilization in the Buildings - See my Application of September 1969 for PATENT of INVENTIONS - The LASER to DETECT : Earthquakes, Gases, Infractions by Trespassers, to FEED Apparats, Bulbs, and for COMMUNICATIONS, inside Flexible FIBER-OPTIC CABLES -

20th. Application of January 21. 1987 for F.Y. 1988 SENATE Rec. Part 3. Hrgs. April 5. 1987 pp. 2739-2742

19th. Application of January 21. 1987 for F.Y. 1988 HOUSE Rec. Part 7. Hrgs. March 24. 1987 pp. 209-218

ROBOTS Conditioning Planet VENUS' heavy Atmosphere of CO2 Carbon Dioxide - The fissioned PURE Carbon to yield DIAMOND


22. Appropr. Energy 1989
21. Appropr. Energy 1989
20. Appropr. Energy 1988
19. Appropr. Energy 1988
18. Appropr. Energy 1987
17. Appropr. Energy 1987
16. Appropr. Energy 1986
15. Appropr. Energy 1986
14. Appropr. Energy 1985
13. Appropr. Energy 1985
12. Appropr. Energy 1984
11. Appropr. Energy 1984
10. Appropr. Energy 1983
9. Appropr. Energy 1983
8. Appropr. Energy 1982
7. Appropr. Energy 1982
6. Appropr. HELIUM 1981
5. Appropr. Transport. 1981
4. Appropr. Transport. 1981
3. Appropr. Agriculture 1975
2. CLEANING SUBWAY 1975
1. WAGON EUREKA el.-Veh. 1974

TUESDAY, APRIL 24, 1990.

WASHINGTON METROPOLITAN AREA TRANSIT AUTORITY

WITNESS

NAUM "IKE" EISENSTADT, BUILDER/DEVELOPER [RETIRED]

Mr. LEHMAN. Mr. Eisenstadt.

Mr. EISENSTADT. Mr. Chairman, thank you very much for the opportunity to appear before you. I will omit my personal background because it is in the statement which is in the record. You have heard a lot from people who ask you for money. I would like to limit my remarks to show you how you can save money rather than spend it.

I appear before you as a concerned individual, as a representative of the forgotten middle class—those people who are most effected by what you do and do not do. First, let me say that I have always been puzzled why it takes us Americans to put a man on the moon in two years, it takes us over 40 years to build a subway in the Nation's Capitol. Of course, we support the authorized completion of the entire 103 mile Metro system in the Washington area. It is necessary and the necessary appropriation to fund it.

But even more importantly, we support the acceleration of the scheduled completion. We are already gridlocked now. So why prolong the wait, inconvenience and agony. If we were already in need of the entire system in the early 80s, we certainly should be able to enjoy the benefits of the system by the mid 90s.

Let us be realistic. We all know that the requested $2 billion which you kindly decided to appropriate will not be sufficient to complete the proposed system if stretched out over a period of 10 or 11 years. Using a conservative estimate of 4 or 5 percent annual inflation rate, an additional $1 billion ultimately will be required to do the job.

I propose that $2.5 billion be authorized rather than $2 billion, but with the condition that the entire system be completed within three years—subject to a $58,000 or more penalty for each day beyond the three years. Better yet, authorize another half a billion dollars, along with instructions to the Department of Transportation to develop and present a way of converting the present Metro system—not only in here, but throughout the country—from a commuter system to an integrated rail transit system.

Metro is wonderful. But unfortunately, it does not stop near my home and it does not end near my work place. That is the problem with all the transit systems in the United States right now. And this is a problem that every citizen is confronted with at every meeting that I have attended in the last 10 years. By attaching conditions to appropriation funding, this Committee and the Congress will have tremendous power to influence local jurisdictions in streamlining their zoning and planning procedures in ways that will lead to a better and more efficient lifestyle for all of us.

Yes. There is a way to leave the four wheels at home; avoid fighting traffic; and the pollution and congestion; get rid of second and third cars; and make Metro self- supporting by increasing its ridership. We have got to bite the bullet and get rid of our individual cars.

First, Congress should insist that local jurisdictions promote urban centers around Metro stations that have high concentration of residential accommodations supported by offices and convenient shopping and service facilities. This will allow many families to rely mainly on public transportation. Remember that as much as 75 and 80 percent of the income of the average family today is now spent on two items—housing and transportation. No wonder McDonald's is so popular.

But above all, I urge you to promote maximum utilization of existing infrastructure, roads, utilities and supporting services by encouraging and supporting redevelopment instead of destroying the few green areas that are left. Imagine the social economic savings to be achieved from not extending roads and infrastructure. Surely, if we can afford to spend hundreds of billions of dollars to bail out the savings and loan debacles, we can afford to take care of the basic needs of our daily lives.

Again, I urge you, through the appropriation process, to accelerate completion of the unfinished Metro system here, as well as in other cities. Encourage urban centers around Metro stations, and make public transportation truly accessible. And make the most of existing community resources. Use the peace dividends to protect and defend our quality of life.

I want to thank you very much for your courtesy. It is sometimes an advantage to be the last speaker, because I can talk to you individually.

Mr. LEHMAN. Well, you are the last, but not least.

Mr. EISENSTADT. But think in terms of the power that you have to influence. We are going around the bush. Take a good look. We spent $10 billion for a Metro system and it is half used. Metro will become viable when we have over a million riders, and they are there. We do not enjoy. It makes economically no sense for me to take a $25,000 car out of my garage, drive it down 10 blocks and pay $5 or $10 per day to keep the car there.

Mr. LEHMAN. Yes. I understand. Mr. Coughlin.

Mr. COUGHLIN. Thank you, Mr. Chairman. We always save the best until last. We appreciate your being here.

Mr. LEHMAN. Mr. DeLay.

Mr. DELAY. No questions.

Mr. LEHMAN. The Committee stands adjourned until tomorrow at 10:00.

[The prepared statement of Mr. Eisenstadt follows:]

STATEMENT OF N.P. (IKE) EISENSTADT
BEFORE THE SUBCOMMITTEE ON TRANSPORTATION OF THE HOUSE APPROPRIATIONS COMMITTEE

April 24, 1989

My name is Ike Eisenstadt. I am 79 years old and have been a resident of Montgomery County, Maryland for about 50 years. I worked for the Federal Government for almost 14 years and have been a builder for the past 35 years. Currently, I serve on the Board of Directors of the Taxpayers League of Montgomery County, The Hebrew Home of Greater Washington and the Fiscal Affairs Committee of the Montgomery County Council, chairing the Subcommittee on the Status of Infrastructure in Montgomery County.

# # #

I appear before you both as a concerned individual and as a representative of the Forgotten Middle Class -- those citizens who are most affected by what you do, or do not do.

First, let me say that I have always been puzzled as to why Americans can put a man on the moon in about 2 years, but it takes us over 40 years to put a subway system in the Nation's Capital.

Of course, we support the authorized completion of the entire 103-mile Metro system and the necessary appropriations to fund the unfinished portion. But even more importantly, we support the acceleration of its scheduled completion.

We are already gridlocked -- so why prolong the waste, inconvenience and agony. If we were already in need of an entire system in the early 80's, we certainly should be able to enjoy its full use by the mid-90's.

Let us be realistic. We all know that the requested 2 billion dollars will not be sufficient to complete the proposed system if stretched out over 10 years. Using a conservative estimate of a 4 to 5 percent annual inflation rate, an additional 1 million ultimately will be required to do the job.

I propose that 2.5 billion dollars be authorized, rather than 2 billion, but with the condition that the entire system be completed within 3 years, subject to a $50,000 penalty for each day beyond that period.

Better yet, authorize another 1/2 billion (for a total of 3 billion) along with instructions to the Department of Transportation to develop and present a way to convert the present Metro system from a commuter system to an integrated real transit system.

Metro is wonderful, but unfortunately it doesn't start near my home and it doesn't take me to my workplace. That is it's greatest drawback.

By attaching conditions to appropriations funding, this Committee, and all of Congress, has a tremendous power to influence local jurisdictions in streamlining their zoning and planning procedures in ways that will lead to a better and more efficient lifestyle for all of us.

Yes, there is a way to leave the four wheels at home, avoid fighting traffic, end the pollution and congestion, get rid of second and third cars -- and make Metro self-supporting by increasing ridership to over one million per day.

First, Congress should insist that local jurisdictions promote urban centers around Metro stations that have high concentrations of residential accommodations, supported by offices and convenience shopping and service facilities. This will allow many families to rely mainly on public transportation. (Remember that as much as 75-80 percent of the income of the average family is now spent on two items -- housing and transportation. No wonder McDonald's is so popular!)

But above all, I urge you to promote maximum utilization of existing infrastructure -- roads, utilities and supporting services -- by encouraging and supporting re-development instead of destroying the few green areas we have left. Imagine the social and economic savings to be achieved from not extending roads and infrastructure! Surely, if we can afford to spend hundreds of billions to bail out savings and loan debacles, we can afford to take care of the basic needs of our daily lives.

Again, I urge you, through the appropriations process, to accelerate completion of the unfinished Metro system, encourage urban centers around Metro stations to make public transportation truly accessible, and make the most of existing community resources. Use the "peace dividends" to protect and defend our quality of life.

Thank you.

WEDNESDAY, APRIL 25, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, METROPOLITAN ATLANTA RAPID TRANSIT AUTHORITY [MARTA]

WITNESSES

HONORABLE JOHN LEWIS, U.S. REPRESENTATIVE FROM THE STATE OF GEORGIA

HONORABLE BEN JONES, U.S. REPRESENTATIVE FROM THE STATE OF GEORGIA

KEN GREGOR, MARTA GENERAL MANAGER

Mr. LEHMAN. The Subcommittee will come to order. In accordance with the rules of the House and the Committee on Appropriations, we will permit television and broadcasting coverage of today's hearing.

This morning we will receive testimony on the fiscal year 1991 budget request for the Department of Transportation and related agencies. We have a large number of witnesses. In order to be fair to the last witness as well as the first, we ask that you limit your remarks, except for Ben Jones, to five minutes. The first witness is the Honorable Ben Jones of Georgia. And you have with you Ken Gregor. You may proceed.

Mr. JONES. Thank you, Mr. Chairman. My colleague, Mr. John Lewis of the Fifth District will be here momentarily, I hope, and I join him in thanking you. This is Mr. Ken Gregor who is the General Manager of MARTA and who has done a remarkable job in our transportation system.

I appreciate the opportunity to appear before you today on behalf of MARTA, which is Georgia's premier mass transit system and one of the premier mass transit systems in the United States. I join with Congressman Lewis in our concerns over Administration proposals to downgrade the Federal partner's role and to shift the burden of transportation projects to other Governmental units, while not seeking the full use of the very user fees levied to help solve those problems.

Mr. Chairman, let me briefly outline MARTA's fiscal year 1991 Federal funding request. As shown in the testimony submitted for the record, MARTA seeks to construct its North Line on the basis of 53 percent Federal and 47 percent local sharing of the costs. This departure from the statutory 75 percent Federal and 25 percent local partnership comes about because MARTA is moving ahead with early construction of a portion of the project using 100 percent local funds while a required environmental impact statement is completed. MARTA's request to your committee is for the earmarking of $43.6 million in fiscal year 1991 Section 3 funds. These funds, when combined with the $52.5 million earmarked for fiscal year 1990, will permit MARTA to commit the necessary resources for detailed design of the line segment and station between Medical Center and Dunn Woody Stations, for construction of the line segment between those two stations and the right-of-way acquisition in the corridor.

It is worthy of note, Mr. Chairman, that the revised estimate of the total costs of the North Line to its terminus at North Springs is $28 million less than the estimates submitted to you last year. This reduction is due to better information and to moving up the completion date of the project by one year.

Those are the highlights, Mr. Chairman, of our request on MARTA's behalf. The full request and the justification for it have been submitted for your study. We will gladly respond to any questions you may have now, or at your pleasure. Your committee has been instrumental over the years in the development of Atlanta's outstanding mass transit system. And we want you to know that we truly appreciate it. Thank you, Mr. Chairman.

Mr. LEHMAN. When do you expect to complete the EIS?

Mr. GREGOR. We expect that hopefully to get the draft environmental impact statement this week from UMTA and, hopefully, by the end of June or July we will have the completed EIS.

Mr. LEHMAN. Thank you. Mr. DeLay.

Mr. DELAY. I have no questions.

Mr. LEHMAN. Well, if John Lewis comes a little later and wants to say anything, we will be glad to hear him.

Mr. JONES. Thank you, Mr. Chairman. We certainly appreciate it.

Mr. LEHMAN. Thank you for appearing today, Ben. Good luck on your campaign.

Mr. JONES. Thank you, sir.

WEDNESDAY, APRIL 25, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, HONOLULU RAPID TRANSIT DEVELOPMENT PROJECT

WITNESS

HONORABLE DANIEL K. AKAKA, U.S. REPRESENTATIVE FROM THE STATE OF HAWAII

Mr. LEHMAN. Mr. Akaka.

Mr. AKAKA. Thank you very much, Mr. Chairman. Good morning and Aloha to the committee, Tom. I thank you very much for this opportunity to testify before you and testify on the Honolulu Rapid Transit project. When people visit our state, they see our beaches, our lush fields of sugar cane, and our tropical landscape. However, those of us who live and work in Honolulu have the same problems with traffic and congestion as people living in Los Angeles and San Francisco. That is the part of Hawaii that most visitors never see and learn about.

Traffic and congestion are serious problems for the average working person in Hawaii. And those problems are a threat to our economic future and our economic growth. I come before you, Mr. Chairman, as a voice of the working men and women of Honolulu who live in one of the Nation's most densely populated cities. We need your help for a city that has more cars per highway mile than any other state in the Nation. We need your assistance for a city that already ranks second in the country in per capita bus ridership. We need relief from a morning rush hour where it takes workers one hour to travel 15 miles on our major interstate. We ask this subcommittee to recognize that our overburdened highway system cannot accommodate any more cars, that mass transit is our best hope for our future.

I am grateful for the opportunity to come before you today to testify on behalf of a project that will serve as a model for future mass transit system development. The City of Honolulu is the Nation's eleventh largest city. As I have mentioned, per square mile, we are one of the most densely populated cities in the United States. Each year over 60,000 new motor vehicles are registered in Honolulu. The number of cars in Honolulu's streets has risen from 244,000 in 1976 to over 610,000 autos in 1989, an increase of over 134 percent. As a consequence of this growth, Hawaii has more autos per highway mile than any other state in the Union.

Today, more than ever, we need a solution for our gridlock. Because our traffic situation is so grave, city and state transportation officials have labored to fashion a rapid transit solution which UMTA officials advise us may become a model for future fixed guideway projects.

The City of Honolulu is proposing to construct an 18-mile long fixed guideway system which will connect West Oahu with downtown central business district, the University of Hawaii and the major tourist attractions of Waikiki Beach. The route will include stops at Honolulu International Airport and Pearl Harbor and will allow easy access to most Honolulu hotels.

We anticipate that this system, which will use advanced automated technology will cost approximately $1.2 billion. With your help, we hope to begin construction on this project in January 1992 and have the system fully operational by 1997.

Perhaps the most important component of our rapid transit project is our plan to fund 70 percent of the construction costs with local funds. Hawaii State Legislature is meeting today to design a financial plan which will provide this local overmatch. As you know, when Governor Waihee and the Mayor visited with you in February, the Governor proposed, with the Mayor's support, giving authority to Hawaii's four counties to raise the state's general excise tax by .5 percent for 10 years, provided these funds were used for the construction of the rapid transit system.

Other proposals are pending before our legislature which will provide the necessary overmatch from different sources of revenues. While I cannot tell you which mechanism will eventually be selected by the legislature, I can report that all the funding alternatives the state has under consideration will provide a dedicated and reliable source of local funds to fulfill our 70 percent overmatch.

The second innovative feature of our rapid transit proposal is that we will encourage bids from suppliers of different types of fixed guideway technology. This will include vendors of steel rail systems, vendors of rubber tire systems, monorail systems and even magnetic levitation.

A third innovative feature of our proposal is a genuine opportunity to include a private funding component so that the private sector can help finance the benefits it will derive from the construction of this project. This investment may come in the form of financial commitments from a prospective vendor to construct our system or financing proposals of third parties.

Mr. Chairman, I know your subcommittee has many demands for Section 3 funds and you are faced with a choice of deciding which project should receive the funds. I do not envy your task. Nevertheless, I ask your support for the Honolulu Rapid Transit Development Project because of the seriousness of our traffic problems and our commitment to a 70 percent overmatch, our dedicated source of overmatch funds, and our efforts to include private participation.

Honolulu is poised to begin preliminary engineering and acquisition of the small amount of right-of-way that is not currently within existing highway corridors. In order to begin this process, I ask that $11.5 million in Section 3 funds be identified for Honolulu in the fiscal year 1991 transportation appropriations bill. This appropriation will allow us to keep the project on schedule.

I thank you, Mr. Chairman, for your attention and consideration of our requests. And I also thank the committee.

Mr. LEHMAN. Thank you, Mr. Akaka. You say Honolulu is the second per capita in bus ridership. Who is the first?

Mr. AKAKA. Yes.

Mr. LEHMAN. Who is the first?

Mr. AKAKA. Who is the first? I cannot tell you. It could be Texas. It could be Pennsylvania. It could be Florida. [Laughter.]

Mr. Chairman, the first is New York City.

Mr. LEHMAN. All right. Mr. Coughlin.

Mr. COUGHLIN. Thank you, Mr. Chairman. We appreciate our colleague appearing here. Certainly, the corridor that you have proposed for rapid transit in Honolulu is very densely populated and a very well traveled corridor. I am familiar with it and I am familiar with the project.

Let me say, as I have to other witnesses, we will need your help in this committee, both when we bring our bill to the Floor so we do not get it dismembered, and with the Budget Committee to make sure we have a sufficient allocation to be able to fund the various projects that we are facing. And, finally, the Administration has proposed some additional fees in the aviation areas which if we do not get, then that puts pressure on everything else. And, so, we need your help on those three areas as we proceed along. Thank you very much for being here.

Mr. LEHMAN. Mr. DeLay.

Mr. DELAY. I have met with Mr. Akaka and Ms. Saki and their delegation. And they, in my opinion, have a very interesting and a very well put together proposal. I congratulate you on that.

Mr. **Akaka**. Thank you very much for that. We have support from all of our delegation, Pat Saki, and from our Mayor and our Governor, the private sector, the Chamber of Commerce. So, I come to you with 100 percent backing from the people of Hawaii. Thank you very much.

Mr. **Lehman**. Thank you, Danny.

[The prepared statement of Mr. Akaka follows:]

TESTIMONY OF THE HONORABLE
DANIEL K. AKAKA
BEFORE THE SUBCOMMITTEE ON TRANSPORTATION
WEDNESDAY, APRIL 25, 1990

Good morning Mr. Chairman, and thank you for the opportunity to testify on behalf of the Honolulu Rapid Transit Project, a project that will serve as a model for future mass transit system development.

When most people think of the State of Hawaii, they usually visualize our fine beaches, lush tropical landscape and sprawling sugarcane and pineapple plantations. While much of our state is graced with such natural beauty, Honolulu is no different than other major metropolitan cities when it comes to transportation problems. People who have never been to Honolulu have a hard time appreciating the extent of our traffic congestion. To begin my testimony, I would like to share with you some statistics that may startle you.

First, the City of Honolulu is the nation's eleventh largest city. Per square mile, we are one of the most densely populated cities in the United States. Each year, over 60,000 new motor vehicles are registered in Honolulu. The number of cars on Honolulu's streets has risen from 244,000 in 1976 to over 610,000 vehicles in 1989 -- an increase of over 134 percent. As a consequence of this growth, Hawaii has more vehicles per highway mile than any other state in the Union.

Our problem, Mr. Chairman, is that we are not in a position to encourage more people to leave their cars at home and utilize our existing bus system. In Honolulu, bus ridership on a per capita basis, ranks second only to New York City. We have already maximized the potential of our bus system and further efforts would only yield a diminishing return.

Honolulu's highway system is very over-burdened. To put it bluntly, we are super-saturated with autos. The highway capacity in the City and County of Honolulu was exceeded more than ten years ago. During the morning rush hour, it regularly takes more than one hour to travel 15 miles on our major interstate and primary highway corridors. Our peak transit period has grown to almost 7 hours per day, which places Honolulu on par with the transit service demand of New York City.

Twenty-seven years ago, Honolulu's urban planners recognized the long term mobility needs of Honolulu. Since then, over 200 studies have been conducted, all of which yielded the same conclusion: a fixed guideway system was the most cost-efficient and practical way of meeting Honolulu's mobility needs. In fact, this conclusion was first reached in 1967, and in every study since then the conclusion has been the same.

Mr. Chairman, you may recall that in 1982, Honolulu was given UMTA's commitment for final design and construction of a rapid transit system. There was a change in city government, and unfortunately a decision was made to cancel the project - a regrettable mistake. Our elected representatives in federal, state and county government are now deeply committed to making mass transit a reality and will prevent this mistake from recurring.

Today, more than ever, we need a solution for our gridlock. Because our traffic situation is so grave, city and state transportation officials have labored to fashion a rapid transit solution which UMTA officials advise us may become a model for future fixed guideway projects. Our proposal includes a number of highly innovative concepts which we think will impress you.

The City of Honolulu is proposing to construct an 18 mile-long dual fixed-guideway system which will connect West Oahu with the downtown central business district, the University of Hawaii and the major tourist attractions of Waikiki Beach. The route will include stops at Honolulu International Airport and Pearl Harbor, and will allow easy access to most Honolulu hotels. Virtually the entire length of our project is expected to be within existing highway right-of-way, thus limiting the costs associated with right-of-way acquisition and relocation of affected private land owners.

We anticipate that this system, which will use advanced automated guideway technology, will cost approximately $1.2 billion. With your help, we hope to begin construction on this project in January 1992 and have the system fully operational by 1997.

Perhaps the most important component of our rapid transit project is our plan to fund 70 percent of the construction cost with local funds. The Hawaii State Legislature is meeting today to design a financial plan which will provide this local "overmatch." As you know, when Governor Waihee and Honolulu Mayor Fasi visited with you in February, the Governor proposed, with Mayor Fasi's support, giving authority to Hawaii's four counties to raise the State's general excise tax by 0.5 percent for ten years, provided these funds were used for the construction of a rapid transit system in the City and County of Honolulu and for transportation and infrastructure improvements in the other counties throughout the State. Other proposals are pending before our legislature which will provide the necessary overmatch from different sources of revenue. While I cannot tell you which mechanism will eventually be selected by the legislature, I can report that all the funding alternatives the State has under consideration will provide a dedicated and reliable source of local funds to fulfill our 70 percent overmatch.

A second innovative feature of our rapid transit proposal is that we will encourage bids from suppliers of different types of fixed guideway technology. We expect to issue a request for proposals (RFP) this coming July which will allow vendors of all the various types of rapid transit technology to compete against each other. Thus, vendors of steel wheel on steel rail systems similar to that of Vancouver, Canada, will compete against vendors of rubber tire systems similar to that in Chairman Lehman's district. The competition will also involve vendors of straddle beam monorail exemplified by the Disney World system and vendors of magnetic levitation.

The potential of using magnetic levitation in an urban setting may surprise you, but German, Japanese and American vendors of this new and exciting technology have slower speed systems which may meet the operating parameters of our proposed system. By virtue of having these systems compete against each other, we anticipate a larger pool of bidders which we expect will result in lower bid submissions and more effective proposals to meet Honolulu's needs.

A third innovative feature of our proposal is the genuine opportunity to include a private funding component so that the private sector can help finance the benefits it will derive from the construction of this project. Our request for proposals will consider private investment in the construction of our system. This investment may come in the form of financial commitments from a prospective vendor to construct our system or financing proposals of third parties. In addition, our RFP will include a component to have the successful vendor operate our system on a franchise basis for 3-5 years before turning over operation of the system to the city. By requiring a successful vendor to operate the system, we will insure that both the state and federal investment in this project will be protected. The vendor will have to demonstrate that the system can be operated in a manner represented in their original proposal, and will have to work out the "bugs" that often occur with any new technology.

Mr. Chairman, UMTA and the members of this subcommittee have expressed concern in the past about estimates of ridership levels and a city's ability to operate and maintain a new mass transit system once it has been constructed. Let me make two quick but important points on those issues.

UMTA officials have advised the city that our original ridership projections, which we estimated in our Alternatives Analysis to be over 75,000 additional riders per day by the year 2005, may in fact be understated. The reason for this low estimate is that we purposefully did not include the substantial number of tourists who visit the islands in the ridership calculation. The city did not want to overrepresent potential benefits of our system.

At the request of UMTA officials, we are developing a model to carefully and accurately estimate this additional ridership. Early indications are that we may have an additional 10,000 to 1[illegible],000 tourist riders per day. I want to emphasize that even without this additional ridership, most of our route alignments fall very close to, or within, UMTA's cost-effectiveness index.

With respect to operating costs, I am pleased to report that Honolulu will not need any additional federal funds beyond our Section 9 grants to operate and maintain an integrated bus and rapid transit system. In addition to fare box revenues, Honolulu has identified a variety of local sources of revenue to operate our combined transit system. These include joint development rights along the system right-of-way, a dedicated portion of vehicle weight taxes, concessions and advertising revenues, parking fees, and establishing a benefit assessment district or pursuing tax increment financing. These revenue sources will provide all of the funds necessary to safely and securely operate our system.

Mr. Chairman, I know your subcommittee has many demands for Section 3 funds and you are faced with the choice of deciding which projects should receive those funds. I do not envy your task. Nevertheless, I ask your support for the Honolulu Rapid Transit Project because of the seriousness of our traffic problems, our commitment to a 70 percent overmatch, our dedicated source of overmatch funds, and our efforts to include private participation.

Honolulu is poised to begin preliminary engineering and acquisition of the small amount of right-of-way that is not currently within existing highway corridors. In order to begin this process, I ask that $11.5 million in Section 3 funds be identified for Honolulu in the fiscal year 1991 Transportation Appropriations Bill. This appropriation will allow us to keep our project on schedule.

Thank you for your attention and consideration of our request.

WEDNESDAY, APRIL 25, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, METROPOLITAN ATLANTA RAPID TRANSIT AUTHORITY [MARTA]

WITNESS

HONORABLE JOHN LEWIS, U.S. REPRESENTATIVE FROM THE STATE OF GEORGIA

Mr. **LEHMAN**. Mr. Lewis, we are happy you made it.

Mr. **LEWIS**. Thank you, Mr. Chairman. Sorry that I was running a little behind, Mr. Chairman. Thank you very much.

Members of the Committee and Mr. Chairman, I am John Lewis, a Representative of Georgia, Fifth Congressional District. It is with a great pleasure that I appear before you today on behalf of MARTA, Atlanta's outstanding transit system. I thank you and Members of the committee for your consideration of last year in the marking of funds for the MARTA system.

Mr. Chairman and the committee have received copies of MARTA's fiscal year 1991 Section 3 funding request. I would like MARTA's funding request included in the record of this hearing. My remarks will be very brief. I just want to say a couple of things about the Administration's new Transportation Policy and the President's fiscal year 1991 budget request for public transportation.

I am quite disappointed in both of these documents. Let us keep in mind that the time in which we live, our basic transportation infrastructure is deteriorating rapidly, as an increased reliance on public transportation. Our environment, particularly, our air is at risk because of the pollutants emitted into the air by cars.

It does not make sense to me that in these times, the Administration's new Transportation Policy would shift more and more the responsibility for funding public transportation to the states. It does not make sense to me that President Bush's 1991 budget would reduce Federal mass transit funding by 24 percent. And it does not make sense to me that the Administration would eliminate operating the system to the 30 cities which have population in excess of one million. The elimination of operating the system would result in fare hikes. Thirty-eight percent of our Nation's population depends upon mass transportation. Thirty-eight percent of our Nation's population will be burdened by fare hikes.

In MARTA's case, elimination of operating assistance would mean an immediate 17.7 increase in the fare. Mr. Chairman, the Administration proposals are unwise and untimely. It is my hope that you and your committee will, as it has in the recent past, reject these proposals.

Thank you, Mr. Chairman and Members of the committee.

Mr. **LEHMAN**. Thank you, Mr. Lewis. I am happy you made it and do not forget to support us on the Floor this year.

Mr. **LEWIS**. I will be there, Mr. Chairman, to support you.

Mr. **LEHMAN**. Mr. Coughlin.

Mr. **COUGHLIN**. Thank you, Mr. Chairman. I know you were here when I made my statement to the previous witnesses. There are some Administration proposals that are very important for this committee if we are going to have the funds to be made available for mass transit and for other things and we will need your support on those as well.

Mr. **Lehman**. Mr. DeLay.

Mr. **DeLay**. I have no questions.

Mr. **Lehman**. Mr. Wolf.

Mr. **Wolf**. I have no questions.

Mr. **Lehman**. Thank you very much, John.

[The prepared statement for MARTA follows:]

marta®

FY 1991
FEDERAL FUNDING REQUEST

April 1990

2424 Piedmont Road, N.E.
Atlanta, Georgia 30324-3324

MARTA FY'91 FEDERAL FUNDING REQUEST
EXECUTIVE SUMMARY

System Description

The approved MARTA rail system consists of 60 miles of heavy rail lines, 45 stations and 33,000 parking spaces. Thirty-two miles of track and 29 stations are in service (Phases A and B, as well as all of C, except the line between Chamblee and Doraville). An additional 12 miles and 6 stations are under development and will open for passenger service between 1992 and 1995. This includes Phase D -- a ten-mile, five-station expansion of the operating system.

System Expansion Beyond Phase D

The North Atlanta Corridor of the MARTA service area is one of the fastest growing corridors in the Region. The central portion of the Corridor is becoming a dense urban center which rivals Downtown Atlanta. Accelerated growth has resulted in significant traffic congestion and delays. Use of public transportation is increasing due, in large part, to reverse commuters from the City of Atlanta traveling to jobs provided by the new employment centers in the corridor. The first transportation improvement which MARTA will make in this corridor is a six-mile, two-station rail line which will be built in the median of a highway facility called Georgia 400. This $230 million line will be financed completely with local funds. There will be stations at Buckhead, a major commercial office and retail center and at the Medical Center complex, a major concentration of hospitals and related medical activities.

This portion of the North Line is under construction. MARTA proposes to expand public transportation in this job-rich corridor by extending the North Line 3.1 miles beyond the Medical Center and adding three (3) stations. Federal funds are requested for the extension.

FY'91 Federal Funding Request

MARTA respectfully requests the Appropriations Committees of the United States Congress to earmark $43.6 million in FY 1991 UMTA Section 3 funds for construction of its North Line Project.

This level of funding, plus the $52.5 million earmarked for the project by the Congress last year, will permit the Authority to complete detailed design of the line between Medical Center and Dunwoody Station, including detailed design of the Station; acquire right-of-way throughout the corridor; and begin construction of the line from Medical Center to Dunwoody. The justification, rationale and background supporting this request are set out in the following pages of this request.

OVERVIEW OF MARTA

The Metropolitan Atlanta Rapid Transit Authority (MARTA) is an independent single purpose agency created by the Georgia General Assembly to plan, build and operate public transportation in Metropolitan Atlanta. At the present time the System serves the three most populous jurisdictions in the Atlanta Region: the City of Atlanta, DeKalb County and Fulton County. (Very limited service also extends into Cobb, Clayton And Gwinnett Counties.)

In 1971, the voters of Atlanta, Fulton, and DeKalb approved a comprehensive public transportation plan, including bus improvements as well as construction of a rapid rail transit system. The voters also authorized the local governments to levy a 1% sales and use tax to fund these improvements.

Since 1971 MARTA has made numerous capital and service improvements involving the Bus System: new equipment; new maintenance and operating garages; passenger shelters; new bus routes; improved frequencies; extended operating hours; improved schedule information, etc. In addition, MARTA has been aggressively implementing the rapid rail transit plan.

The present operating system includes 1,500 route miles of bus service, 32 miles of rapid rail lines and 29 passenger stations. Annually, MARTA provides 45.5 million vehicle miles of bus and rail service to the citizens of the Atlanta Region. 150 million passengers board the combined system annually.

The MARTA Rail Plan

General Description

As approved by the voters in 1971 and as subsequently amended, the MARTA Rail Plan consists of 60 miles of heavy rail lines, 45 stations and 33,000 parking spaces. The network includes two (2) main trunk lines that intersect in the Atlanta Central Business District; four (4) rail branches; one (1) feeder rail line; and one busway (See Attachment #1).

Current Operating System

MARTA has been building the rail system in phases, giving priority to those phases which promise the greatest return on investment or which are given priority for reasons of construction staging or operating efficiencies.

MARTA has in service 32 miles of track, 29 stations and 17,000 parking spaces. All of Phases A and B (See Attachment #1) are in service as well as all of Phase C except the extension from Chamblee to Doraville.

Current Rail Construction Program

1. **Completing Phase C**

   MARTA has under development at the present time 12 miles of track and 6 stations. This includes the last part of Phase C -- two (2) miles of track and the Doraville Station. This portion is 40% complete and is scheduled to open in December 1992.

2. **Building Phase D**

   Phase D of the MARTA System consists of 10 miles of track and 5 stations. It includes three lines: 1) extension of the East Line from Avondale to Indian Creek -- 3 miles of track and 2 stations; 2) construction of a branch feeder line in the Proctor Creek Corridor -- between the Ashby Street Station and Bankhead Highway -- one mile of track and one station; and 3) the North Line from Lindbergh to the Medical Center -- six (6) miles of track and two (2) stations. All of Phase D is under development -- detail design, land acquisition as well as construction. Revenue service to Bankhead is scheduled to begin in mid-1992; to Kensington and Indian Creek in mid-1993; and to Buckhead and Medical Center in mid-1995.

The total current estimated cost of Phase D is $449.9 million, of which the Urban Mass Transportation Administration (UMTA) is providing $135 million or 34%. All federal funds are being applied to the East Line extension from Avondale to Indian Creek. The feeder line in the Proctor Creek Corridor and the North Line to Medical Center are being built with local funds.

When Phase D is completed in the mid-90's, MARTA's rail operating system will consist of 44 miles of track and 35 stations. UMTA is providing $1.5 billion or 53% of the $2.9 billion cost. The local share is $1.4 billion or 47%.

Future Expansion of Rail System: The North Line Extension

The Metropolitan Atlanta Region is one of the most robust urban areas in the United States. Its current population is 2.2 million, up from 1.8 million in 1980; employment is 1.2 million, up from 881,000 in 1980. In 2010, the Region's population will reach 3.7 million and employment 2.4 million.

The North Atlanta Corridor is the fastest growing corridor in the Region. Over the last 20 years, land has been converted from farms, woodlands and a few home sites to major institutional, office and retail uses. Property that was developed commercially ten to fifteen years ago is now being redeveloped to higher densities (Attachment #2).

The 1980 Census reported a population of 147,619 for the North Atlanta Corridor, or eight percent of the seven-county Region's total. Since 1980, the area has experienced a 61% increase in population, to 237,100. Employment has increased 119 percent, from 53,059 to 116,500. By the year 2010, population in the Corridor will be 431,000; employment will be 270,000.

The central portion of the Corridor is becoming a dense urban center which will soon rival downtown Atlanta. Sixteen million square feet of commercial space exist now or are under development in the central portion of the Corridor. Just north of the core another 30 million square feet of space exist or will be developed. This accelerated growth has resulted in significant traffic congestion and delays. At the same time, there is an increasing demand for public transportation to transport workers from the Central City to jobs in the Corridor.

Thus the MARTA North Line is the next logical phase of MARTA development. The line (See Attachment #1) branches off the Northeast Line in the vicinity of Lenox Square, one of the largest regional shopping centers in the metropolitan area. 5.7 miles of heavy rail and two (2) stations will be built in conjunction with a major highway improvement (GA 400). The rail line from Buckhead to Medical Center, estimated to cost $230 million, will be fully financed with local funds. Construction is already underway.

Extending public transit improvements further into the North Atlanta Corridor is considered by Atlanta region officials to be a matter of top priority. It is a Corridor of rapidly expanding job opportunities with major arterials and feeder streets operating at, or above, theoretical capacity levels. Moreover, public transportation improvements are needed in order to adequately serve patrons who have no other means of travelling to and from this job-rich Corridor. The study of alternative ways of extending public transportation further into this heavily congested Corridor is complete. Based on the technical results, extension of the rail line appears to be the best of six alternatives analyzed. MARTA is anticipating UMTA's release of the Draft Environmental Impact Statement in the near future and a final decision on a preferred alternative in early June.

FY'91 Federal Funding Request

The current estimated cost of the project -- Medical Center to North Springs -- is $499.9 million. This estimate does not include the cost of Preliminary Engineering but does include approximately $67 million to purchase additional vehicles. This estimate -- which is based on completion in 1997 -- is $28 million less than the estimate submitted to the Congress last year. The reduction in the estimate is due to better information and advancing the completion date by one (1) year.

MARTA expects to request a federal financial commitment to the Project of $374.9 million including $52.5 million earmarked last year by Congress. While this represents 75 % of the cost of the extension, it represents only 53% of the cost of the total 8.8 mile, 5 station North Line.

MARTA is requesting $43.6 million in FY'91 UMTA Section 3 Funds. This level of funding plus the $52.5 million earmarked for the Project by the Congress last year will permit the Authority to complete detailed design of the line between Medical Center and Dunwoody Station, including detailed design of the Station; acquire right-of-way throughout the corridor; and start construction of the line section from Medical Center to Dunwoody.

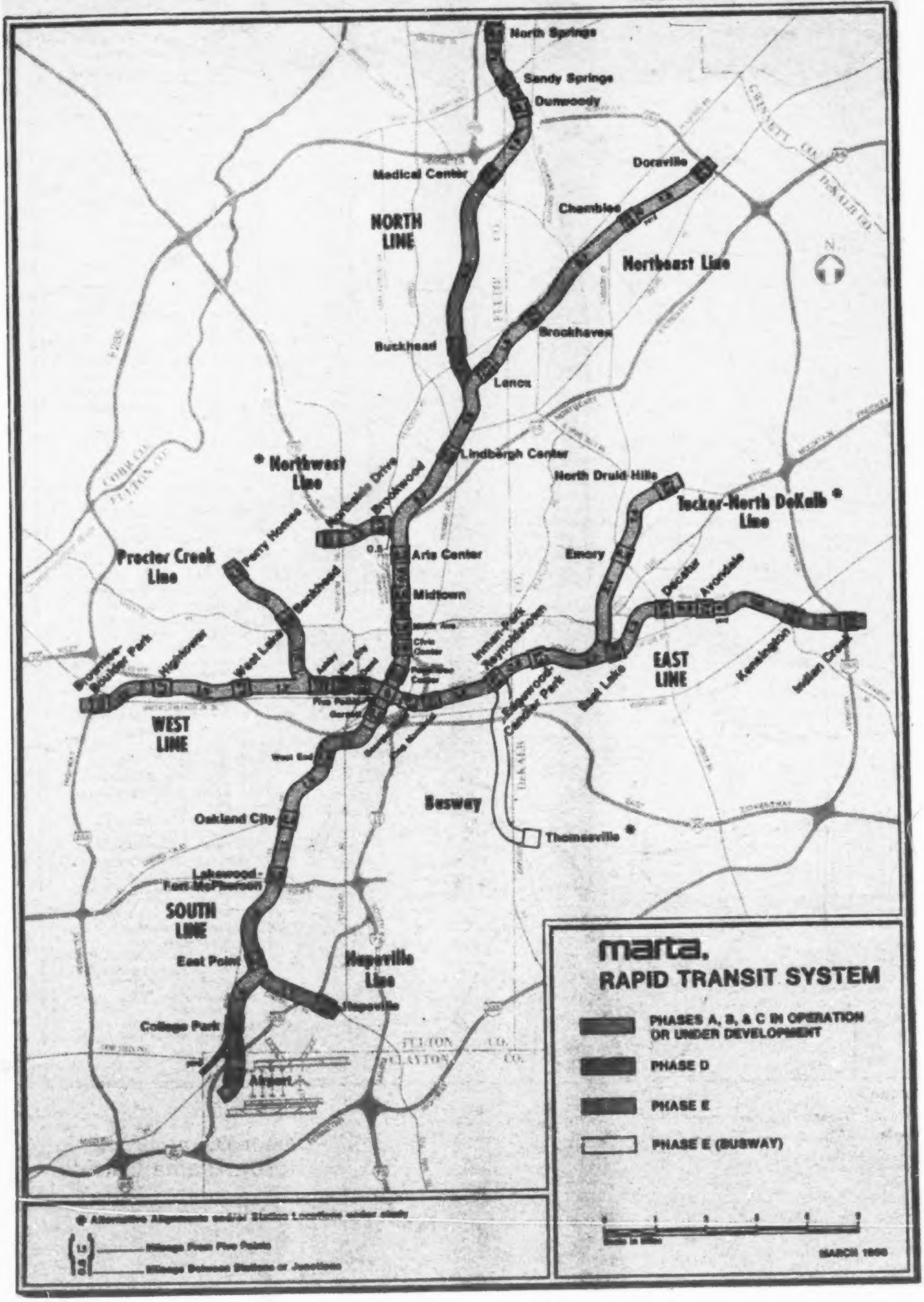
This is an aggressive but realistic undertaking and it permits MARTA to take advantage of the skills and experience of the resources which have been assembled to implement Phase D.

Benefits of System Expansion

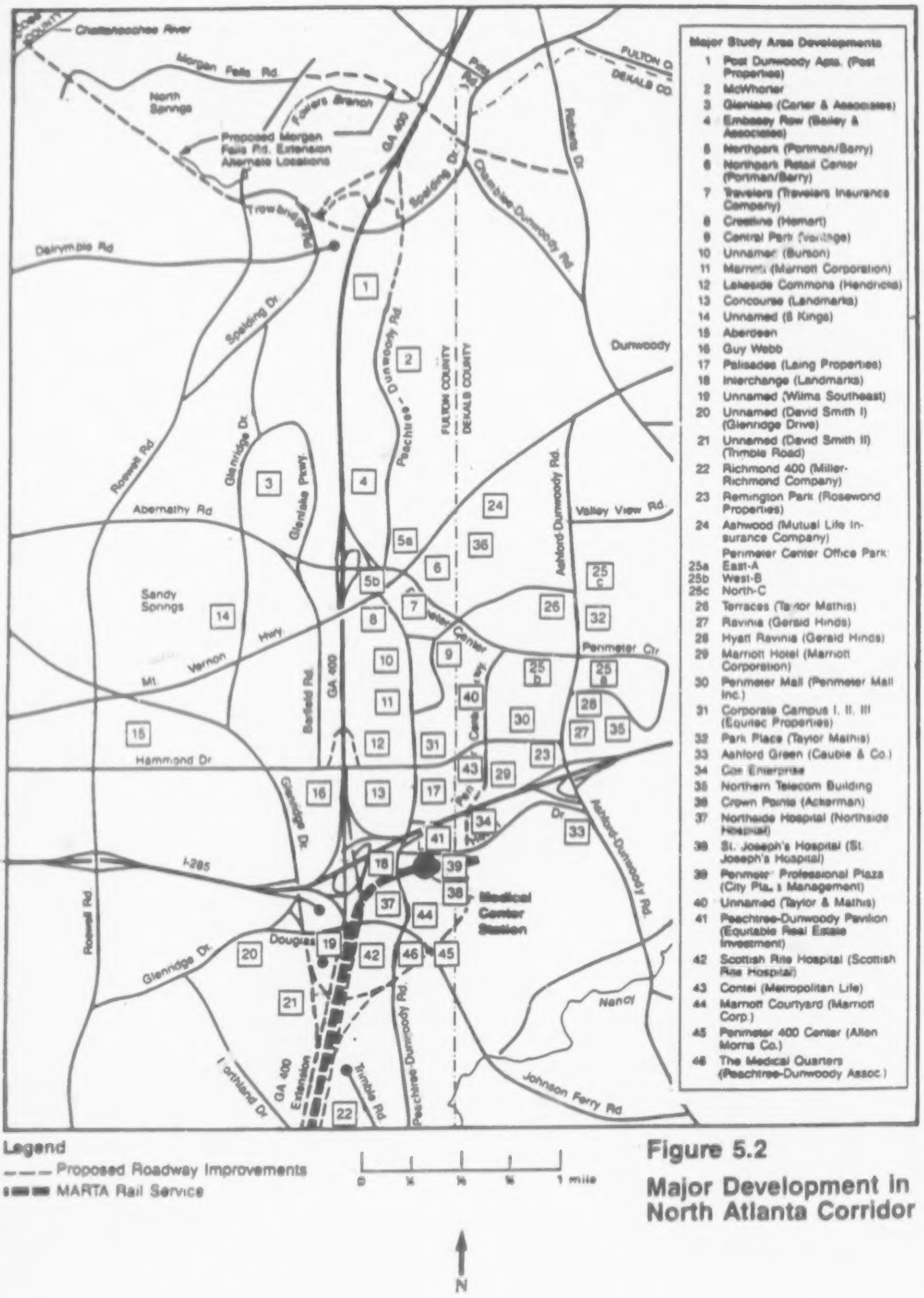
The addition of the North Line to the MARTA Rail System will provide substantial benefits in terms of increased ridership, especially reverse commuting from areas of high unemployment in the central city to job-rich suburban employment centers. In addition, further reductions in per passenger operating costs are expected along with improved travel time savings and positive impacts on commercial and retail development.

The North Atlanta Corridor is developing at a very rapid pace. Action now on the proposed MARTA expansion will help guide and shape the development and will avoid MARTA's having to build its rail facilities after development in the area has been completed (with the attendant disruptions and additional costs).

ATTACHMENT #1


North Springs
Sandy Springs
Dunwoody
Medical Center
NORTH LINE
Doraville
Chamblee
Northeast Line
N
Brookhaven
Buckhead
Lenox
Lindbergh Center
North Druid Hills
* Northwest Line
Brookwood
Tucker-North DeKalb * Line
Perry Homes
O.S.
Arts Center
Procter Creek Line
Emory
Midtown
Bankhead
Civic Center
Inman Park-Reynoldstown
Decatur
Avondale
West Lake
Hightower
Five Points
EAST LINE
Edgewood-Candler Park
East Lake
Kensington
Indian Creek
WEST LINE
West End
Busway
Oakland City
Thomasville *
Lakewood-Fort McPherson
SOUTH LINE
East Point
Hapeville Line
Hapeville
College Park
Airport
FULTON CO.
CLAYTON CO.
marta.
RAPID TRANSIT SYSTEM
PHASES A, B, & C IN OPERATION OR UNDER DEVELOPMENT
PHASE D
PHASE E
PHASE E (BUSWAY)
* Alternative Alignments and/or Station Locations under study
Mileage From Five Points
Mileage Between Stations or Junctions
0
1
2
3
4
5
Scale in Miles
MARCH 1980

ATTACHMENT #2



COBB COUNTY
Chattahoochee River
Morgan Falls Rd.
North Springs
Powers Branch
Proposed Morgan Falls Rd. Extension Alternate Locations
FULTON CO.
DEKALB CO.
Roberts Dr.
Trowbridge Rd.
Spalding Dr.
Chamblee-Dunwoody Rd.
GA 400
Dalrymple Rd
Peachtree-Dunwoody Rd.
FULTON COUNTY
DEKALB COUNTY
Dunwoody
Roswell Rd
Glenridge Dr.
Glenlake Pkwy
Abernathy Rd
Ashford-Dunwoody Rd.
Valley View Rd.
Sandy Springs
Perimeter Center
Mt. Vernon Hwy
Perimeter Ctr
Barfield Rd.
Hammond Dr
I-285
Medical Center Station
Douglas
Glenridge Dr.
Nancy
Northland Dr.
GA 400 Extension
Trimble Rd.
Johnson Ferry Rd
1
2
3
4
5a
5b
6
7
8
9
10
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14
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18
19
20
21
22
23
24
25 a
25 b
25 c
26
27
28
29
30
31
32
33
34
35
36
37
38
39
40
41
42
43
44
45
46
Legend
Proposed Roadway Improvements
MARTA Rail Service
0
¼
½
¾
1 mile
N

Major Study Area Developments

1	Post Dunwoody Apts. (Post Properties)
2	McWhorter
3	Glenlake (Carter & Associates)
4	Embassy Row (Bailey & Associates)
5	Northpark (Portman/Barry)
6	Northpark Retail Center (Portman/Barry)
7	Travelers (Travelers Insurance Company)
8	Crestline (Hemart)
9	Central Park (Vantage)
10	Unnamed (Burson)
11	Marriott (Marriott Corporation)
12	Lakeside Commons (Hendricks)
13	Concourse (Landmarks)
14	Unnamed (5 Kings)
15	Aberdeen
16	Guy Webb
17	Palisades (Laing Properties)
18	Interchange (Landmarks)
19	Unnamed (Wilma Southeast)
20	Unnamed (David Smith I) (Glenridge Drive)
21	Unnamed (David Smith II) (Trimble Road)
22	Richmond 400 (Miller-Richmond Company)
23	Remington Park (Rosewond Properties)
24	Ashwood (Mutual Life Insurance Company)
	Perimeter Center Office Park:
25a	East-A
25b	West-B
25c	North-C
26	Terraces (Taylor Mathis)
27	Ravinia (Gerald Hinds)
28	Hyatt Ravinia (Gerald Hinds)
29	Marriott Hotel (Marriott Corporation)
30	Perimeter Mall (Perimeter Mall Inc.)
31	Corporate Campus I, II, III (Equitec Properties)
32	Park Place (Taylor Mathis)
33	Ashford Green (Caubie & Co.)
34	Cox Enterprise
35	Northern Telecom Building
36	Crown Pointe (Ackerman)
37	Northside Hospital (Northside Hospital)
38	St. Joseph's Hospital (St. Joseph's Hospital)
39	Perimeter Professional Plaza (City Plaza Management)
40	Unnamed (Taylor & Mathis)
41	Peachtree-Dunwoody Pavilion (Equitable Real Estate Investment)
42	Scottish Rite Hospital (Scottish Rite Hospital)
43	Contel (Metropolitan Life)
44	Marriott Courtyard (Marriott Corp.)
45	Perimeter 400 Center (Allen Morris Co.)
46	The Medical Quarters (Peachtree-Dunwoody Assoc.)

Figure 5.2

Major Development in North Atlanta Corridor

WEDNESDAY, APRIL 25, 1990.

FEDERAL HIGHWAY ADMINISTRATION, URBAN MASS TRANSPORATION ADMINISTRATION

WITNESS

HONORABLE NANCY PELOSI, U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

Mr. LEHMAN. Ms. Pelosi of California.

Ms. PELOSI. Thank you, Mr. Chairman. As always, I enjoy and appreciate the opportunity to testify before you. Let me begin, of course, by thanking you, Mr. Chairman, and all the Members of the Subcommittee for your generous support of the San Francisco Waterfront Project. As a result of the report language inserted by this committee in previous appropriations bills, I can report today that construction will soon begin on this important project and we are very pleased about that.

As you know, the earthquake caused considerable damage along the San Francisco waterfront. This included major structural damage to the double decker Embarcadero Freeway. Mayor Agnos has proposed an alternative to retrofitting the freeway that would provide for an underground roadway. Without commenting on the merits of the plan, I would like to assure you that none of the waterfront projects that had been supported by this committee would be negatively affected by this proposal.

The City is now ready to move forward on the construction phase of its waterfront transit project. The costs for this phase are estimated as follows: $2.5 million for final design; $4.05 million for land acquisition; $15.2 million for construction of the southern end of the Embarcadero Parkway; $12.8 million for construction of the northern end of the Embarcadero Parkway. The total is $34.55 million from interstate transfer highway money.

Mr. Chairman, because its formula allocation has yet to be determined, the City does not know what percentage of the need will be covered by interstate transfer formula funds and what the request for discretionary funds will be. Any assistance that this committee could give us in obtaining this currently unspecified discretionary need would be greatly appreciated.

As I mentioned, Mr. Chairman, your support of the project has been essential. The City is also currently negotiating a full funding agreement with Urban Mass Transportation Administration, UMTA, for the San Francisco Muni Turnpike, another project with a long history of support from this committee. San Francisco Muni will be seeking $35 million in Section 3 Federal rail modernization funds for construction. For this project to continue without delay, it is crucial that the full funding agreement be reached soon. I would, therefore, be grateful for any assistance you and the committee could provide in the form of report language to encourage UMTA to finalize this agreement, especially in light of the need to reauthorize this program.

Again, I am most appreciative of the role that this committee has played in enabling the City of San Francisco to embark on a transit project which will revitalize its economy. It will also be good for the air in San Francisco and I know that the future generations will always be grateful to this committee for the mass transit funds you have provided, thereby making great strides for the environment.

Thank you for your time, today and for all of your assistance in the past of San Francisco. I will be pleased to answer any questions you may have.

Mr. LEHMAN. Is the baseball park out of the loop now?

Ms. PELOSI. Mr. Chairman, you and the Members of the committee have been very generous with your time in visiting San Francisco, so, you are familiar with all that is going on. It is not completely out of the loop, Mr. Chairman. We had some, shall we say "irregularities" in the election that took place in November. There is a court case involving some, shall we say "unlawful" activities on parts of the opponents of the baseball park. So, there is a chance that it will go back on the ballot. We are still optimistic that we can get a baseball stadium that will keep San Francisco a major league city. So, it is not completely out of the question, yet.

Mr. LEHMAN. How much did your referendum carry by?

Ms. PELOSI. How much did it lose by? About 2,000 votes.

Mr. LEHMAN. I am talking about do you have a referendum coming up or you just had one——

Ms. PELOSI. We just had one in November.

Mr. LEHMAN. And it won by how much?

Ms. PELOSI. Well, it lost. The referendum to build a stadium——

Mr. LEHMAN. I am talking about your dedicated source of local match. It is coming up, is it not?

Ms. PELOSI. It is coming up. Excuse me, sir. I thought we were still talking about the baseball stadium. Excuse me. We have that to come up.

Mr. LEHMAN. I know the Mayor was talking about either the vote you just had or the vote that is coming up and it is possibly coming up. And he was very encouraged about the public support for that.

Ms. PELOSI. Right. We did have one.

Mr. LEHMAN. I remember that one.

Ms. PELOSI. And we will have another one coming up.

Mr. LEHMAN. That came right after the earthquake and the timing was terrible.

Ms. PELOSI. Well, it was because in order to get a baseball stadium, it is a very strong grass roots operation, wherever it is in the country. And what happened when the earthquake occurred, the Mayor used the entire grass roots operation for the campaign and turned it into a volunteer operation for the earthquake, so, we lost our base.

Mr. LEHMAN. You needed a baseball park the day of an earthquake.

Ms. PELOSI. It is very difficult.

Mr. LEHMAN. Thank you. Mr. Coughlin.

Mr. COUGHLIN. We appreciate our colleague's appearance here before the committee.

Ms. PELOSI. Thank you, Mr. Coughlin.

Mr. COUGHLIN. And we appreciate her very fine testimony. Thank you for being here.

Ms. **Pelosi**. Thank you.

Mr. **Lehman**. Mr. DeLay.

Mr. **DeLay**. No questions.

Mr. **Lehman**. Mr. Wolf.

Mr. **Wolf**. No questions.

Ms. **Pelosi**. Thank you, Mr. Wolf. Thank you, Mr. Chairman.

Mr. **Lehman**. Thank you. Our next witness is Constance Morella. You did not have far to come.

WEDNESDAY, APRIL 25, 1990.

WASHINGTON METROPOLITAN AREA TRANSIT AUTHORITY [WMATA]

WITNESS

HONORABLE CONSTANCE A. MORELLA, A U.S. REPRESENTATIVE FROM THE STATE OF MARYLAND

Mrs. **Morella**. Thank you, Mr. Chairman.

Mr. Chairman and Members of this important Subcommittee, I am very grateful for the opportunity to speak in support of Washington Metropolitan Area Transit Authority's funding request. I thank you for your past support of this system which has greatly improved the quality of life throughout the entire Washington Metropolitan area.

Last week, Mr. Chairman, we celebrated Earth Day and in anticipation of this event, we named Thursday, April 19, 1990 as Alternative Transportation Day. It was a day to highlight our Metro system and to review its benefits to our area. Some of these benefits are: It carries a large portion of the 400,000 Federal employees each day and it carries thousands of persons who do business with the Federal agencies. It provides over 70 percent of the 19 million tourists, including many of our constituents, a way to get around Washington. It improves the air quality, lessens traffic congestion by taking 600,000 cars off area roads each work day, thereby saving 100 million gallons of gas annually and improving highway safety. It concentrates residential, retail and commercial development at station sites. Metro has been the incentive for local commitment to encourage use of mass transit.

Montgomery County, Maryland, which I represent, has spent over $200 million for roads, parking, and feeder buses for better access to Metro stations. 150 private companies in the county distribute discounted transit passes or other assistance to encourage their employees to ride public transit.

Now, for fiscal year 1991, the amount needed to continue Metro's construction program is approximately $200 million; $64.1 million from the current Stark-Harris authorization and $195.9 million in appropriations subject to the enactment of the reauthorization legislation that is currently pending in Congress.

The $64.1 million from the Stark-Harris authorization will be used for project management, system start-up and construction claims connected with the 19.5 miles currently under construction. The other amount, the $135.9 million would be used for projects connected with the remaining 13.5 miles of the 103 mile Metrorail:

design work and environmental studies which must be completed before construction begins, also real estate acquisition and the purchase of 40 additional rail cars. The sum of these amounts, $200 million is the WMATA request which I certainly strongly support.

This sum will assist in the ongoing construction of the Metrorail section nearing completion and the final 13.5 miles of the 103 mile system. I would emphasize this would be the end of the 103 miles. It would be the completion.

On March 28th of this year, the House voted to authorize funds for the remaining construction of the Metrorail system. I spoke in strong support of this authorization bill because the system was designed as a whole and there was a longstanding Federal commitment to complete the full 103 mile system.

The final 13.5 miles contain necessary storage yards, inspection facilities and traffic intercepts which are vital to an efficient and effective operation of the Metro system. The legislation will allow the extension of the Red Line from Wheaton, Maryland to Glenmont, Maryland; the inner Green Line from U Street to Fort Totten; the Green Line from Anacostia to Branch Avenue, and the Yellow Line from VanDorn to Franconia, Springfield.

Mr. Chairman and Members of the committee, in summary, Washington, D.C. and its surrounding region is a national and international capital. It is a city where a Nation puts its best foot forward and shows off the best it has to offer. And Metrorail with its soaring architecture, cleanliness, high service standard, and crime-free environment, is the standard we should show the world.

I urge you to consider the request of $200 million for this well managed system and appropriate this amount. Federal commitment to this system will offer alternatives to air pollution, traffic grid lock and deteriorating roads. And once again, I do want to emphasize, I appreciate your past support for Metro and I value you and thank you for the opportunity to testify on behalf of the fiscal year 1991 appropriation request. WMATA's construction program not only benefits Montgomery County, Maryland, but our entire Metropolitan area. And I thank you. I would be happy to answer any questions you may have.

Mr. LEHMAN. Thank you. I guess you know you have a pretty fair advocate of your system right on this Subcommittee.

Mrs. MORELLA. I certainly do.

Mr. LEHMAN. Mr. Coughlin?

Mr. COUGHLIN. Thank you, Mr. Chairman. As you know, I do believe that it is going to be important for the local communities here which are some of the wealthiest in the Nation to increase the local contribution to this in the same way that we are asking other communities across the Nation to do. I believe Secretary Skinner has indicated he will recommend a veto of the authorizing legislation that has passed the House. So, I would encourage the local communities to re-look at this in terms of trying to come up with at least a larger local match proposal, because we need to be fair to communities across the Nation as well as to our Nation's capital which I have great love and respect for.

Ms. MORELLA. I know that you value the Metro system. We have talked about it. You were there at that press conference and I know you have been a very diligent and conscientious Member of this committee. And in the authorization that passed the House, there was a difference in terms of the local share. That was changed to 25 percent. So, that is an increase of 5 percent. And through the years, even when I was in the State Legislature, WMATA would come before the legislatures of the areas and comment on the need for their continued support in the fare box policy. And they have been conscientious about following through on that. But I would agree. We have got to make sure that the local share continues at higher percentages, as it was in that authorization.

Mr. COUGHLIN. Thank you, Mr. Chairman.

Mr. LEHMAN. Mr. Wolf.

Mr. WOLF. Thank you, Mr. Chairman. I just want to thank Congresswoman Morella for taking the time and for an excellent statement. I appreciate the fact that she did take the time out of her schedule to come. Thank you.

Mrs. MORELLA. Thank you, I appreciate the time of the committee.

Mr. LEHMAN. Thank you.

WEDNESDAY, APRIL 25, 1990.

AMERICAN PUBLIC TRANSIT ASSOCIATION [APTA]

WITNESSES

KEN GREGOR, GENERAL MANAGER, MARTA, ATLANTA, GA

JACK GILLSTRAP, EXECUTIVE VICE PRESIDENT, APTA

WAYNE COOK, GENERAL MANAGER, VIA METROPOLITAN TRANSIT, SAN ANTONIO, TX

WILLIAM MILLAR, EXECUTIVE DIRECTOR, PORT AUTHORITY OF ALLEGHENY COUNTY, PITTSBURGH, PA

HUGH MOSA, GENERAL MANAGER, INTERCITY TRANSIT, OLYMPIA, WA

Mr. GREGOR. Good morning, Mr. Chairman. This is my third time at the table this morning, so, I certainly appreciate the opportunity, Mr. Coughlin and Congressman Wolf.

I am Ken Gregor, General Manager of MARTA in Atlanta, Georgia, and Vice Chairman of the American Public Transit Association's Federal Funding Legislative Subcommittee. Joining me at the table, of course, is Jack Gillstrap, our Executive Vice President of APTA.

The APTA appreciates this opportunity to express its views on a proposed fiscal year 1991 budget for the Urban Mass Transportation Administration and Federal Mass Transit Programs. Our statement this morning will focus on APTA's adopted six-point program.

The transit community commends the subcommittee for maintaining transit funding despite repeated proposals to drastically cut the overall level of funding for the Federal program.

It is encouraging that the Administration's National Transportation Strategy recognizes that public transit is an essential part of our Nation's transportation infrastructure as noted on page 61 of the DOT report, "Moving America."

However, the longstanding cooperation of all levels of government will not work unless the Federal Government stands by its commitment to public transportation. Already, significant reductions in Federal transit funding have jeopardized the effectiveness of this inter-Governmental partnership. Transit operators across the country provide an essential service and increased demand for transit is evident across the Nation. It is inappropriate, unwise, and, frankly, not in the Nation's interest to consider further reductions in mass transit funding. Rather, we should create incentives to use mass transit in order to conserve national energy resources and diminish dependency on foreign oil.

Effective transit systems are an integral component of a healthy economy and often the only means of transportation for disabled persons, senior citizens and economically disadvantaged.

Transit agencies have sought to fulfill their existing mandate of providing mobility, but cannot do so without sufficient Federal funding. APTA's 2000 Task Force has concluded that in next year's reauthorization process, Federal investment in public transit should be increased to at least 11 billion annually: 6.5 billion for essential reinvestment to preserve capital infrastructure and rolling stock and 4.5 billion for capacity expansion.

Transit is being directed by Congress to help cities reduce air pollution, to operate cleaner alternative fuel vehicles and to help reduce the gridlock that is paralyzing our communities and reducing the Nation's productivity. The transit industry will also be meeting to a greater degree the growing need of disabled citizens who wish to participate more fully in society.

If we truly desire to purify the Nation's air and provide better service to persons with disabilities, this is the time to increase funding, not reduce it.

The transit community wants to comply with existing and future Federal mandates and to make this country a better place to live, but it needs the tools to do the job.

The Administration's fiscal year 1991 budget proposes to reduce Section 9 formula funding for all recipients by approximately 34 percent and to prohibit operators in areas of more than one million people from using Federal funds for operating purposes.

The Administration's rationale for this limitation is that Federal operating subsidies for areas over one million persons average less than 6 percent of their total operating budgets. Our calculations indicate a slightly higher percentage. But that is not the issue.

Of significant consequence is the fact that 30 urbanized areas over one million population represent 81 million Americans or nearly 40 percent of the 1980 population. Moreover, of the transit systems in this population group, almost half are small operators. As an example, the Gary Public Transportation Corporation in Gary, Indiana, which happens to be in the Chicago Northwest Indiana urban area operates 36 buses and Federal assistance constitutes 37 percent of its operating revenues.

The Westmoreland County Transit Authority in Greensberg, Pennsylvania, which is in the Pittsburgh urbanized area, relies upon Federal assistance to defray some 41.3 percent of its costs. The 66 smaller transit systems operating within urban areas of one million and above would be devastated by the Administration's proposal to end operating assistance for areas of over one million, notwithstanding the effect of the small systems a 6 percent reduction for a large transit system is also a sizeable cut. You recently heard the Congressman from Atlanta indicate that we would have to increase our fare an additional 15 cents should we lose Federal operating assistance.

Funding the Section 9 formula program at an adequate level is critical. The formula program provides a basic level of funding for all transit systems: large, medium, and small. It provides systems with assistance to help pay the day-to-day cost of maintenance and operations. And it helps them to meet their capital needs. The formula program has been cut by some 31 percent since 1985.

Under the fiscal year 1990 funding level of 1.62 billion for formula programs, there was not enough money to fully fund operating levels in many areas, as was intended by the subcommittee, or to meet most systems' capital improvement needs.

Operating assistance is of particular concern. While a transit system can sometimes defer or cut back on planned purchase of new buses or other capital investments, it cannot avoid paying its operating cost, its current bills. In the current fiscal year, an estimated 137 small cities in urban areas with populations of less than 200,000, fully half of the total will not receive the allowable amount of Federal operating assistance under the Section 9 program. These areas will not receive the full amount of Federal operating assistance they had expected under law because general revenues appropriated for the program do not fully fund up to the operating caps. This has occurred because, increasingly, formula grants are being funded with Section 9B gasoline tax dollars which are available for capital purposes only.

All areas in this country have felt the effects of the cuts in Federal transit funding since 1981. The effects have been particularly acute in the Nation's small and rural areas. The subcommittee is urged to support continuation of the Section 18 set-aside at or about the fiscal year 1990 levels.

We would also like to address the issue of limitations on the use of Section 3 discretionary funds. Under the existing program, 40 percent of discretionary funds are earmarked for new starts and 40 percent of the total is set aside for rail mod. Another 10 percent is for discretionary use and the remaining 10 percent is allocated for bus-related purchases.

In the current budget climate, few systems can afford to increase the number of buses they operate. Yet, existing UMTA severely restricts the use of Section 3 funds for bus replacement. Reductions in the Section 9 formula program have made it impossible for most systems to use Section 9 funds to buy enough replacement parts.

It is, therefore, imperative, that specific legislative langauge be provided to make clear that transit systems can use Section 3 funds for bus replacement. Language that directs UMTA to follow authorizing language which permits the use of Section 3 bus funds for the rehabilitation and replacement of existing buses was included in the committee report accompanying last year's funding bill.

This is both consistent with both the spirit and the intent of the authorizing language. Such language would permit operators to buy the buses that pollute less and are accessible to disabled folks.

The Administration's claim that it is providing over 100 million to help transit systems address the President's air quality and accessibility initiatives does not square with the fact that the proposed budget would cut overall funding by 25 percent from the level provided at fiscal 1990.

The Administration is proposing to transfer about 60 million from the other discretionary accounts to the discretionary bus program and then claim that 100 million of the 193 million is available for pending clean air and accessibility mandates. In any case, the additional capital and operating costs required by these pending Federal requirements will be far in excess of 100 million.

We also suggest that 10 million, the funding level recommended by the Transit Research Board with regard to research be appropriated beginning with this program. The interstate transfer program is very important to a number of cities. We ask that the interstate transfer program be funded in a manner that gives systems in these cities what they need, but which does not result in a reduction of Section 9 formula 8.

In today's environmentally sensitive climate, the transits interstate substitution program makes even more sense today than it did when the program was authorized.

Mr. Chairman, in conclusion, we want to thank you on behalf of APTA for the effort that Congress has made to preserve Federal funding for mass transit. We applaud its wisdom in rejecting previous attempts to dismantle the existing program and diminish Federal support for this critical national need.

We trust and, frankly, pray that this subcommittee will maintain its commitment to mass transit and to the provision of Federal assistance in particular areas and at levels recommended by APTA.

Thank you once again for the opportunity to express the views of the American Public Transit Association.

Mr. LEHMAN. Thank you very much. Mr. Coughlin.

Mr. COUGHLIN. Thank you, Mr. Chairman.

We appreciate your testimony. Having been associated with mass transit for a long, long time, now, I certainly am sympathetic to what you are saying.

I have two pieces of legislation that I hope we might be able to get included in the reauthorization bills when they come up. One would allow transit funds to be used for capital maintenance which is a thorough, justifiable use of funds, easier to justify, in fact, perhaps than operating. And the second would be to allow use of Highway Trust funds for the repair of bridges, underpasses, and overpasses that serve highways, but are apparently not maintained through those trust funds. And I would encourage your association to look at those and solicit your support.

Thank you, Mr. Chairman.

Mr. LEHMAN. Mr. DeLay.

Mr. DELAY. Thank you, Mr. Chairman.

I want to ask one question. Does APTA have a position on local dedicated taxes to mass transit?

Mr. GREGOR. A specific position? Let me refer to Jack Gillstrap, our Executive Director.

Mr. GILLSTRAP. We certainly encourage it very much so, Congressman, both state and local. As we look across the Nation, it is those areas which help themselves that are able to maintain the best types of transit service. So, we do support that. Absolutely.

Mr. DELAY. I appreciate that because as we are getting more and more projects. This year, I think, we are setting a new record for requests for new mass transit projects. It is incumbent on APTA to stress local dedicated funds to these projects and local participation. I think that is important.

Mr. GILLSTRAP. We do that, absolutely. And in addition to that, I might say, Congressman, that we also stress that a local community ought to have the kinds of land use and zoning programs that support that investment in that system as well.

Mr. DELAY. Is that a shot at Houston?

Thank you, Mr. Chairman.

Mr. LEHMAN. Mr. Wolf.

Mr. WOLF. Thank you, Mr. Chairman.

Thank you for your testimony. Very briefly: Has APTA ever considered the possibility of coming together with some sort of, I do not want to use the word "standardization", but I guess I will use it for the sake here, standardization of bus and rail, whereby we could recreate an American industry rather than purchasing most of our buses and a lot of our railcars abroad?

Mr. GREGOR. Lt me again ask Jack who is much more knowledgeable in this area to respond.

Mr. GILLSTRAP. Congressman, we work on those standards, if you want to call them that, within our industry. We have never attempted to regulate as an association, a voluntary association, the procurement of equipment; but I would like to point out and I think there is a message here. Up to 1986 when we had the Safe Harbor Leasing programs and the lease-back programs before Jack's reform legislation, we found transit systems across the country, the three or four years prior to 1986, were coming together in a consortium to do exactly what you are talking about, because the smaller systems were able by combining their orders to create an order that was attractive to the investors.

And in order to do that, that led to standardization. So, not only were they able to attract private sector money into the industry, but they were also able to save a little money through this standardization. The 1986 legislation, of course, eliminated that possibility for mass transit. And, as a result of that, we have not gone forward in the direction that you suggest.

Mr. WOLF. Pass for the record, if you do not have it, but if you do, you can state it. What percentage of the railcars and buses are purchased outside the United States? Just roughly?

Mr. GILLSTRAP. Well, there are no railcar manufacturers, U.S. owned manufacturers. There are some plants and Ken, you may better respond to that.

Mr. GREGOR. I can comment that although our cars were made, the original cars, by the French. As Jack indicated, there were not any American manufacturers. And our latter cars by the Japanese. About two-thirds of the product was American made and assembled. But, basically, they were foreign manufacturers and foreign owners.

Mr. WOLF. So, that is roughly 100 percent, if you take the car. What is the figure with regard to buses, today? Just roughly.

Mr. **Gillstrap**. I think on the bus side we have a better picture. There are two good solid bus manufacturers, U.S. owned bus manufacturers. And in addition to that, some Canadian manufacturers which have moved much of their facilities into the states by reason of our trade agreements and all. So, the bus picture is much better. I do not know that I have a figure on that.

Mr. **Wolf**. If you can, just for the record.

Mr. **Gillstrap**. We would happily supply that.

Mr. **Wolf**. Thank you very much. Thank you, Mr. Chairman.

Mr. **Lehman**. Mr. Durbin.

Mr. **Durbin**. Thank you very much, Mr. Gregor and Jack Gillstrap, for your testimony which is excellent. I only have one question related to one aspect. You have talked about the diesel fuel buses and the needs for a clean environment and standards for those. One or two systems in the midwest and perhaps more at this moment have experimented with using an alcohol fuel blend with the diesel fuel to reduce emissions. Is your association following that or can you tell me what you know about the success of that effort?

Mr. **Gregor**. Well, UMTA, for instance, is following that fairly closely. And many of the individual operators are following it closely.

Jack, you may want to add to this.

Mr. **Gillstrap**. Yes, Congressman. We are acting as a clearing house for a whole array of experiments that are going on across the United States and, actually, in other parts of the world and can provide you information on those.

I must say that most of them are very recent experiments. Few have run more than year or so. So, we are far from conclusive evidence and findings on how all that is going to work.

We do know the fuel costs more. The maintenance of the equipment costs more. You get far less miles of operation. And that is really across the board for all the alternate fuels.

Mr. **Durbin**. You are talking about the alternate fuels?

Mr. **Gillstrap**. All of the alternate fuels.

Mr. **Durbin**. But if the air emission standards reach such a point that a transit agency would have to consider buying new buses or the alternative being some sort of retrofit on older buses, which is the case with many of these alcohol fuel combinations, it could turn out to be still a wise investment. And I understand it is early in the ballgame.

Mr. **Gillstrap**. I think, if I may, we are committed to do the right thing on the environment and feel public transit, by the reason of taking people out of their automobiles is already making a major contribution. But also in what comes out the tailpipe is going to get better.

I must say that it all is going to cost a lot of money. And if the additional funding is not provided, we are chasing our tail in transit because what we will have to do is take buses off the street and raise the fares in order to pay for a cleaner bus, which in effect will put more people out in their automobiles. So, I mean there are certain realities here that we have to acknowledge.

Mr. **Durbin**. Thank you very much, I appreciate it.

Thank you, Mr. Chairman.

Mr. LEHMAN. Thank you, Ken and Jack. And we will see you back next year.

[The prepared statement of APTA follows:]

TESTIMONY OF THE

AMERICAN PUBLIC TRANSIT ASSOCIATION

BEFORE THE

SUBCOMMITTEE ON TRANSPORTATION APPROPRIATIONS

OF THE

APPROPRIATIONS COMMITTEE

U.S. HOUSE OF REPRESENTATIVES

HONORABLE WILLIAM LEHMAN, CHAIRMAN

APRIL 25, 1990

2358 RAYBURN HOUSE OFFICE BUILDING

WASHINGTON, D.C.

American Public Transit Association
1201 New York Avenue, N.W.
Suite 400
Washington, D.C. 20005

Good morning, Chairman Lehman, Mr. Coughlin, and members of the Subcommittee. I am Ken Gregor, General Manager of the Metropolitan Atlanta Rapid Transit Authority in Atlanta, Georgia and Vice Chairman of APTA's Federal Funding Legislative Subcommittee. The American Public Transit Association appreciates this opportunity to express its views on a proposed Fiscal Year 1991 budget for the Urban Mass Transportation Administration and federal mass transit programs. Attached is a copy of APTA's adopted policy with regard to this year's budget, the details of which are addressed in greater detail in this written statement.

The transit community commends this Subcommittee for maintaining transit funding despite repeated proposals by two successive administrations for drastic cuts in the overall level of funding and in specific aspects of the federal program. We hope to impress on each of you the importance of funding the federal transit program at a workable level in Fiscal Year 1991.

In the year since APTA's last appearance before this panel, the world has changed dramatically. The ascent of democracy worldwide and dissolution of the Soviet bloc offer the opportunity of additional resources for domestic needs.

At home, Congress has spent the last three years developing a clean air bill aimed at improving the quality of life for all Americans. There is newfound recognition by the Administration of the need for a national effort to develop an effective transportation system. While it has many shortcomings, the Administration's national transportation strategy has at least dispelled any doubt that transportation needs are compelling and that today's policy decisions about transportation will have a crucial effect on tomorrow's economic growth, environmental health, and quality of life.

Earth Day 1990, the group that organized the global Earth Day festivities, has urged increased use of mass transit and encouraged Americans to consider leaving their cars at home to highlight the environmental benefits of transit use. The California Sierra Club, in a recent report, called transportation "the environmental issue of the decade." Mass transit is an often-overlooked factor in our attempt to clean the air, save energy and ease the gridlock that paralyzes our highways.

At APTA, our Transit 2000 Task Force has released its final report, Managing Mobility, which outlines a comprehensive, long-term plan for maintaining and expanding transit services. With the Transit 2000 report as a basis, we will work with Congress in support of a continuing federal-state-local government partnership for enhancing national mobility through transit.

The nation needs to rebuild its transportation infrastructure as the foundation for a healthy, growing economy. The focus on clean air has reaffirmed the idea that mass transit can make a vital contribution to reducing air pollution in our nation's urban areas. Transit offers a cost-effective means of reducing congestion and thereby limiting the demand for costly new highways. When the costs of pollution and congestion are factored in, the federal investment in transit becomes an even better bargain.

With these points in mind, the transit community urges that you look on this year's mass transit budget as a bridge from a recent past of shortsighted executive branch attempts to reduce the federal role in transit, to a future that recognizes the vital federal stake in mass transit as part of a comprehensive, effective national transportation system. The transit community deeply appreciates the efforts of this Subcommittee to maintain funding for the federal transit program.

The Bush Administration Budget

The Administration has submitted a budget proposal that seeks to make significant reductions in transit funding. This budget embodies many of the same proposals that Congress has rejected over the past five years. The proposal is a retreat from the transit policy established by Congress and if adopted would represent a reversal of the federal commitment to support public transportation.

The President's proposed budget is 24.5% less than the actual $3.048 billion provided in FY 1990. Both operating assistance and capital assistance would be reduced, despite the Department of Transportation's claim that the budget's "underlying principle" is an endeavor to maintain capital infrastructure. The largest cuts are in Section 9 Urban Area Operating Assistance, down a proposed 63% from last year, and Interstate Transfer-Transit, for which no separate funds have been requested.

Operating assistance to transit systems serving UZAs of more than one million people would be eliminated, and operating assistance to transit systems serving smaller urban areas could be sharply reduced. Operating assistance for virtually all transit systems in all urbanized areas would be less than current operating limits, if this budget were adopted. The Administration's proposed budget would exacerbate further the current operating shortfall for those systems in areas of less than 200,000 population.

This year's request comes on the heels of a 53.6% reduction, taking into consideration total dollars plus inflation, of federal funding for mass transit since fiscal year 1981. If adopted, the administration's budget will result in a real decline of 66.5% in federal transit funding since 1981.

The FY 1991 request calls for substantial general fund increases in funding for aviation and Coast Guard programs. During the last eight years, UMTA's share of the DOT budget has decreased by 47%, while the FAA's share of that same budget grew by 66% and the Coast Guard share increased by 15%.

APTA recognizes the need to improve air safety and to enhance the Coast Guard's ability to interdict illegal drug traffic, but these priorities should not be financed by higher transit fares and less service.

Transit operators across the country provide an essential service and increased demand for transit is evident across the nation. It should be unthinkable to consider further reductions in mass transit funding. Rather, we must work together to increase transit ridership as part of the effort to reduce air pollution and traffic congestion. We should create incentives to use mass transit in order to conserve national energy resources and diminish dependence on foreign oil, thus decreasing the trade deficit. Effective transit systems are an integral component of a healthy economy and often the only means of transportation for disabled persons, senior citizens and the economically disadvantaged.

The transit community is not alone in its recognition of the increased role that transit must play in resolving the nation's problems. It is encouraging that the administration's national transportation strategy recognizes that public transit is an essential part of our nation's transportation infrastructure:

> Bus, subway, commuter rail, and other high-occupancy services are essential in congested metropolitan regions, and provide mobility for transportation disadvantaged people in urban as well as rural areas. The Nation's largest downtowns depend on public transit to allow workers the flexibility to avoid congested streets and highways and thus ease traffic conditions. [**Moving America**, p. 61.]

The longstanding cooperation of all levels of government will not work unless the federal government stands by its commitment to public transportation. Already, significant reductions in federal transit funding have jeopardized the effectiveness of this intergovernmental partnership.

Adoption of the Administration's budget would continue the debilitating cycle of reduced service, increased fares, abandonment of routes, and loss of riders that began under earlier budgets during the Reagan Administration. The additional cuts proposed by the current Administration would diminish the ability of transit operators to plan effectively, and would further weaken the transit-related manufacturing, supply, and construction industries. As it is, FY 1990 appropriations for the formula program were $555 million, or 25%, less than the authorized level.

While we are convinced that Congress supports transit funding at levels authorized by the Surface Transportation and Uniform Relocation Assistance Act of 1987, transit cannot effectively serve the nation's communities -- rural and urban -- if FY 1991 funding is less than the FY 1990 level of $3.05 billion, as adjusted for inflation. Even at this level, we are well below the $11 billion annual federal level necessary to do the job we are called upon to perform, as noted in the industry's Transit 2000 final report.

Transit's Needs

Transit agencies have sought to fulfill their mandate of providing mobility, but cannot do so without sufficient funding. The National Council on Public Works Improvement, authorized by Congress to report on the state of the nation's infrastructure, found that there is a compelling need to increase current spending on our transportation and other infrastructure by as much as 100%.

APTA's Transit 2000 Task Force has concluded, based on a careful assessment of transit's capital needs, that federal investment in public transit should be increased to at least $11 billion annually, $6.5 billion for essential reinvestments to preserve capital infrastructure and rolling stock, and $4.5 billion for capacity expansion.

In addition, transit is being directed by Congress to help cities reduce air pollution, to operate cleaner alternative fuel vehicles, and to help reduce the gridlock that is paralyzing our communities and reducing the nation's productivity. Likewise, the transit industry will be meeting to a greater degree the growing needs of disabled citizens who wish to participate more fully in society. If we are serious about cleaning up the nation's air and providing better service to persons with disabilities, this is not the time to cut funding for transit, as the Bush Administration has proposed. Transit is also expected to comply with stringent hazardous materials standards, improve an already excellent safety record, ensure that its operators are drug- and alcohol-free, and provide rehabilitation to those with substance abuse problems.

The transit community wants to make this country a better place to live, but it needs the tools to do the job.

Using Authorized Funding Levels and Program Category Proportions as a Guide: Protecting Section 9

The Administration budget proposes to reduce Section 9 formula funding for all recipients by approximately 34%, and to prohibit operators in areas of more than one million people from using federal funds for operating purposes. The Administration's rationale for this limitation is that "federal operating subsidies for areas over one million persons averages [sic] less than 6 percent of their total operating budgets." Unfortunately, this statistic is very misleading. While federal operating assistance actually accounts for 7.28% of their total operating budgets, of the transit systems in this population group, almost half are small operators.

The Gary Public Transportation Corporation in Gary, Indiana, which happens to be in the Chicago-NW Indiana UZA, operates 36 buses and federal assistance constitutes 37% of its operating revenues. The Waukesha Transit System Utility in Waukesha, Wisconsin, which is within the Milwaukee UZA, uses federal assistance to cover 18.5% of its costs. The Westmoreland County Transit Authority in Greensburg, Pennsylvania, which is in the Pittsburgh UZA, relies upon federal assistance to defray some 41.3% of its costs.

These are just a few of the 66 small transit systems operating within UZAs of one million and above that would be devastated by the Administration's proposal to end operating assistance for areas of over one million population. Notwithstanding the effect on small systems, a 6% reduction for a large transit system is a sizeable cut.

Funding the Section 9 formula program at an adequate level is of critical concern. The formula program provides a basic level of funding for all transit systems, large, medium, and small. It provides systems with assistance to help pay the day-to-day costs of maintenance and operations, and it helps them to meet their capital needs. The formula program has been cut by some 31% since 1985.

Under the FY 1990 funding level of $1.62 billion for formula programs there was not enough money to fully fund operating levels in many areas, as was intended by the Subcommittee, or to meet most systems' capital improvement needs.

During consideration of the current reauthorization bill, Congress established funding levels for individual program categories. Although the budget deficit and previous budget agreements have required an emphasis on cuts, transit programs have taken a disproportionate share of reductions. We would urge that when the committee appropriates available funds within the constraints of a budget agreement, it conform, as much as possible, to the authorized proportions for each program.

Operating Assistance Caps

Operating assistance is of particular concern. While a transit system can sometimes defer or cut back on the planned purchase of new buses or other capital investments, it cannot avoid paying its operating costs - its current bills.

In the current fiscal year, an estimated 137 small cities and urban areas with populations of less than 200,000, fully half of the total, will not receive the allowable amount of federal operating assistance under the Section 9 program.

These areas will not receive the full amount of federal operating assistance they had expected under law because general revenues appropriated for the program do not fully fund up to the operating caps. This has occurred because, increasingly, formula grants are being funded with Section 9(B) gasoline tax dollars, which are available for capital purposes only.

Section 18

All areas in the country have felt the effects of the cuts in federal transit funding since 1981. The effects have been particularly acute in the nation's small urban and rural areas. The Subcommittee is urged to support continuation of the Section 18 set-aside at or above FY 1990 levels.

Section 3 Bus Replacement

We would also like to address the issue of limitations on the use of Section 3 discretionary funds. Under the existing program, 40% of discretionary funds are earmarked for new starts and 40% of the total is set aside for rail modernization. Another 10% is for discretionary use and the remaining 10% is allocated for bus-related purchases.

In the current budget climate, few systems can afford to increase the number of buses they operate, yet existing UMTA policy severely restricts the use of Section 3 funds for bus replacement. Reductions in the Section 9 formula program have made it impossible for most systems to use Section 9 funds to buy enough replacement buses.

It is therefore imperative that specific legislative language be provided to make clear that transit systems can use Section 3 funds for bus replacement. In fact, language that directs UMTA to follow authorizing language, which permits the use of Section 3 bus funds for the rehabilitation and replacement of existing buses, was included in the committee report accompanying last year's funding bill. This is consistent with both the spirit and the intent of authorizing language. The authorizing committee placed no restriction on the use of these funds for bus replacement. Such language would permit operators to buy the buses that pollute less and are accessible to disabled persons, accelerating the effort to make the nation's bus fleet wheelchair accessible.

The Administration says it is providing over $100 million to help transit systems "address President Bush's initiatives to improve air quality with alternate fuels and to increase mass transit accessibility for disabled travellers." However, this statement does not square with the fact that the Bush budget would cut funding by 25% from the level provided in FY 1990.

Under the budget proposal, funds for compliance with new federal mandates would be provided from the Section 3 Bus and Bus Facilities allocation, which is about $61 million higher than in FY 1990. But, the allocations for Rail Modernization and New Starts/Extensions are $58 million lower than last year. In other words, the Administration is proposing to transfer about $60 million from the other discretionary accounts to the discretionary bus program and then claim that $100 million of the $193 million total is available for clean air and accessibility mandates that will accompany passage of the Clean Air and Americans with Disabilities Acts. In any case, the additional capital and operating costs imposed by these pending federal requirements would be far in excess of $100 million.

With regard to Clean Air Act mandates, Joseph Canny, of the U.S. Department of Transportation's Office of Policy and International Affairs, testified late last year that "Transit buses currently cost about $175,000. Alternatively fueled buses can be expected to cost between 6 to 17% more, depending on the fuel used and the success of manufacturers in developing and marketing alternate fueled buses." In fact, current bids for buses that are alternatively fueled are running at approximately $250,000 each while bids for standard 40-foot buses that are lift-equipped are coming in at about $202,000 each.

The costs associated with conversion of fueling facilities and additional maintenance and operational costs may also be incurred. Even if the transit industry can meet new standards in the clean air legislation with advanced diesel buses, such technology is expected to increase bus-related costs significantly. And, of course, these costs would be borne primarily by the large and small transit systems whose operating assistance would be eliminated under the Administration budget proposal.

Research and Development

Finally, Mr. Chairman, we ask that the Subcommittee address transit's need to conduct an aggressive research and development program. The Bush Administration stressed the importance of a vigorous transportation research program in its national strategy. This challenge applies to transit as much as to other modes of transportation. Transit will continue to be as innovative as possible to improve its efficiency, run cleaner buses, and meet the growing demand for its services into the next century.

Federal funding for the transit research program has declined from an annual level of more than $50 million in FY 1985 to $10 million in FY 1990. We would ask that additional resources be devoted to this important purpose. We recommend that, using existing Section 6 authority, the Transportation Secretary be directed to contract with the Transit Development Corporation for research in specific priority areas as envisioned in the 1987 report by the Transportation Research Board (TRB), entitled "Research for Public Transit -- New Directions" (Special Report #213). We would suggest that $10 million, the funding level recommended by TRB, be appropriated to begin this program.

Interstate Transfer

The Interstate Transfer program is very important to a number of cities. It was funded at a level of $159.5 million in FY 1990. We ask that the Interstate Transfer program be funded in a manner that gives these systems what they need but which does not result in a reduction of Section 9 formula aid. We recognize the fiscal constraints under which the federal government now operates, but the Interstate Transfer program was intended to substitute transit projects for interstate highway construction in urban areas where state and local officials determined that mass transit made more sense. The interstate substitution program makes even more sense today than it did when the program was authorized.

Congress wisely rejected last year's proposal to consolidate funding for both highway and transit substitute projects under the Federal Highway Administration. We would respectfully suggest that a similar rejection is in order again this year.

Conclusion

In conclusion, Mr. Chairman and members of the Subcommittee, we want to thank you on behalf of APTA for the effort that Congress has made to preserve federal funding for mass transit. We applaud its wisdom in rejecting previous attempts to dismantle the existing program and eviscerate federal support for this critical national need. We trust that the Subcommittee will maintain its commitment to mass transit and to the provision of federal assistance in particular areas and at the levels noted above.

Secretary Skinner has characterized the Administration's DOT budget proposal as a first phase of a plan to improve the nation's transportation infrastructure. This plan could be advanced much more effectively if the proposed Bush budget cuts were rejected. Recognition of the need for capital improvements should not be used as an excuse to abdicate the federal role in support of transit. This is particularly true at a time when the federal government may impose sizable additional capital and operating costs on transit systems through the enactment of clean air legislation and the Americans with Disabilities Act.

We know that transit is the answer to an increasing number of demands as our nation moves into the twenty-first century. Well-managed transit systems and a prudent national transportation policy will help us to meet the challenges of urban life, a healthy, competitive economy, and a clean environment. It will enable us to meet the needs of the elderly and disadvantaged. But our ability to make these contributions to society depends heavily on your continued support for the highest possible level of funding for UMTA programs in Fiscal Year 1991.

APTA Federal FY 1991 Budget and Appropriations Objectives

1. The transit community will urge the Congressional authorizing committees to provide for significantly increased levels of transit/transportation funding in the upcoming reauthorization legislation. Given this fact, the American Public Transit Association urges FY 1991 appropriations funding at full currently authorized levels.

2. Regardless of the level of funding, use program levels as authorized, i.e. to include but not be restricted to the discretionary, formula, small urban and rural and interstate transfer program categories as the basis for distributing Urban Mass Transportation Act funds, and provide funding for Washington Metro.

3. Establish the following funding priorities:

    o Give first priority to Section 9 and Section 18 formula assistance.

    o Maintain operating assistance.

4. All areas in the country have felt the effects of the significant cuts in federal transit funding since 1981. The effects have been particularly acute in the nation's small urban and rural areas. The appropriations committee is urged to support continuation of the Section 18 set-aside at or above FY 1990 levels.

5. Increase flexibility in use of Section 3 funds so that such funds can be used for bus replacement as well as expansion. Limit other restrictions through statutory language.

6. Using existing Section 6 authority, provide $10 million through the Transit Development Corporation, to conduct research in the specific priority areas outlined in the 1987 report by the Transportation Research Board entitled "Research for Public Transit -- New Directions" (Special Report #213).

WEDNESDAY, APRIL 25, 1990.

FEDERAL HIGHWAY ADMINISTRATION

WITNESSES

HONORABLE PATRICIA SCHROEDER, U.S. REPRESENTATIVE FROM STATE OF COLORADO

DWIGHT BOWER, DEPUTY DIRECTOR, COLORADO DEPARTMENT OF HIGHWAYS

Mrs. SCHROEDER. Thank you, Mr. Chairman.

As a fellow classmate, that makes you there, too, right?

Mr. Chairman, I would ask unanimous consent to put my statement in the record.

I want to thank you and your Subcommittee for again letting we Coloradans come. We have some interesting testimony today on the Mousetrap which we are hoping will receive priority designation in the fiscal year 1991 discretionary I-4R funds.

The Mousetrap became very famous when it did not trap a mouse, it trapped a bunch of missiles. It had already been named the Mousetrap or it might have been known as the "Missile Trap". But it is in downtown Denver. It is at the southern part of the HOV lanes which this committee has so nicely funded. So, it will really help with the bottleneck in that manner. We find it very critical.

I would also like to ask unanimous consent to put in for the City of Denver a plea for discretionary bridge funds for the 23rd Street Viaduct Project which you are not going to hear about this morning, but I hope we can look at it because that is also very, very critical. And I am going to be quiet because we have a gentleman from Colorado, very distinguished Deputy Director of the Colorado Department of Highways who knows much more about the Mousetrap than I do and probably gets even more calls than I do about the frustration with it.

Let me introduce to you Mr. Dwight Bower. Thank you.

Mr. BOWER. Thank you very much. I am Dwight Bower, Deputy Director of the Colorado Department of Highways. And I would like to thank Chairman Lehman and the Members of this subcommittee for this opportunity to speak. The population of the Denver area has grown 200 percent since the original construction of the interchange at the intersection of I-70 and I-25 was built in 1951.

The interchange complex known locally as the Mousetrap is now severely congested during much of the day, a situation aggravated by the high percentage of trucks utilizing the facility. More than a quarter of a million vehicles travel through the interchange complex on the average day. By the year 2010, travel is projected to grow to 325,000 vehicles per day. The State of Colorado and the Colorado Department of Highways are currently working to make this congested crossroad of Colorado operate more safely and efficiently. Hopefully, once improved, it will be known as "The Better Mousetrap."

It will be better because of your foresight in including the interstate 4R discretionary funding provisions in the Surface Transportation and Uniform Relocation Assistance Act of 1987.

We are very appreciative that you acted to meet the needs of busy urban areas like Denver with this valuable funding mechanism. Colorado has been very fortunate to have received $54.9 million of interstate 4R discretionary funds in fiscal years 1989 and 1990 to reconstruct the Mousetrap.

In 1989, we received $17.9 million which funded the construction of the I-70 fly-over structures which are currently under construction. This year, we received $37 million which will complete approximately 37 percent of the project. The project meets all of the criteria established in the Act for I-4R discretionary funding. The estimated construction cost of the project is approximately $182 million which includes the state matching share.

The reconstruction of this major interchange complex has national significance. The Mousetrap is the only interstate-to-interstate interchange complex in Colorado with roadways that traverse Colorado and adjacent states. The I-25 is also the major North-South route for the transportation of hazardous materials.

Reducing the potential for accidents such as the highly publicized August 1st, 1984, torpedo incident is a primary goal of this project. Many ramps function far below the current design standard of 40 miles per hour. During the average year, more than 175 accidents occur at the Mousetrap accounting for an annual economic loss of $7.1 million.

Regarding the torpedo incident which Congresswoman Schroeder referred to, six 30-foot long Mark 48 torpedoes being hauled from the State of Washington to a submarine base in Groton, Connecticut, spilled onto I-70 when the driver failed to negotiate a 25 mile per hour ramp. Not knowing the hazard potential of the torpedoes, nearby residents were evacuated and both interstates were closed for eight hours.

The construction of a bus HOV corridor down the center of I-25 is integral to the timely reconstruction of the I-70/I-25 interchange complex. The bus HOV project is a multi-agency effort of the Urban Mass Transportation Authority, the Federal Highway Administration, Colorado Department of Highways, the Regional Transportation District and the City and County of Denver.

Colorado is requesting your support to secure priority designation for our fiscal year 1991 application of $24 million in I-4R discretionary funds. Completing the Mousetrap project continues to be a high priority for the Colorado Department of Highways. We are prepared to utilize $24 million in interstate 4-R discretionary funds in 1991 toward the reconstruction of the project.

We are steadfast in our commitment to this project and we are eager to continue the work that is completed or under construction. We ask for your continued support and request your endorsement of priority designation for fiscal year 1991 of I-4R discretionary funding. Thank you.

Mr. LEHMAN. We had the report language last year on interstate 4-R for your project and you are asking for similar report language to support this project this year?

Mrs. SCHROEDER. Absolutely, Mr. Chairman.

Mr. LEHMAN. Thank you. Mr. Coughlin.

Mr. COUGHLIN. Thank you. We appreciate our colleague's appearance here. This Committee is always for better mousetraps and we appreciate your testimony.

Mrs. SCHROEDER. It is the American way.

Mr. **Lehman**. Mr. Durbin.

Mr. **Durbin**. I have no questions, Mr. Chairman.

Mr. **Lehman**. Mr. Wolf. Mr. DeLay.

Thank you.

Mrs. **Schroeder**. Thank you, Mr. Chairman.

[The prepared statements of Mrs. Schroeder and Mr. Bower follow:]

PATRICIA SCHROEDER
[illegible]

45a

ARMED SERVICES COMMITTEE
POST OFFICE AND CIVIL SERVICE COMMITTEE
JUDICIARY COMMITTEE
SELECT COMMITTEE ON CHILDREN, YOUTH, AND FAMILIES
CONGRESSIONAL CAUCUS FOR WOMEN'S ISSUES, CO-CHAIR

Congreſs of the United States
House of Representatives
Washington, DC 20515

Testimony of Rep. Patricia Schroeder (CO) April 25, 1990

MR. CHAIRMAN, thank you and the Subcommittee for the time today to request that the reconstruction of the I 70/I 25 interchange complex, the Mousetrap, receive priority designation in the allocation of FY91 discretionary I-4R funds.

The Mousetrap is in the heart of Denver, serving both the metropolitan Denver area and the east/west and north/south Rocky Mountain interstate traffic corridors. It is at the southern end of the North I-25 Bus/HOV lane that you have helped fund for the last four years and, we hope, will grant fifth and final year funding this year.

I would also like to mention here that the City of Denver is seeking committee report language directing the Federal Highway Administration to give priority consideration to Colorado's application for discretionary bridge funds for the 23rd Street Viaduct Project. This is a top priority project for both the City of Denver and for the State of Colorado. It is part of our effort, along with the Mousetrap improvements, to update our highway system to match our traffic levels. The City of Denver has submitted written testimony to you detailing the 23rd Street Viaduct Project.

I have the privilege of introducing to you Mr. Dwight Bower, Deputy Director of the Colorado Department of Highways. Mr. Bower will explain the need for the improvements to the Mousetrap in the heart of Denver.

TESTIMONY BEFORE THE HOUSE APPROPRIATIONS COMMITTEE SUBCOMMITTEE ON TRANSPORTATION AND RELATED AGENCIES

REPRESENTATIVE WILLIAM LEHMAN, CHAIRMAN

APRIL 25, 1990

MR. DWIGHT M. BOWER
DEPUTY DIRECTOR
COLORADO DEPARTMENT OF HIGHWAYS

SUMMARY OF REQUEST:

The Colorado Department of Highways offers testimony that substantiates the need for priority designation for Fiscal Year 1991 I-4R discretionary funding of the I 70/I 25 interchange complex. The Surface Transportation and Uniform Relocation Assistance Act of 1987 (Public Law 100-17, Section 114) included discretionary set-aside funding provisions for high cost, high volume, urbanized, reconstruction projects.

The I 70/I 25 interchange complex is located in the City and County of Denver, whose population has grown 200% since the interchange was first constructed in 1951. The interchange is severely congested and the most heavily traveled interchange in Colorado, a situation aggravated by the high percentage of trucks utilizing the facility. The interchange was originally designed in the 1940's, constructed in the 1950's, and saw its last major reconstruction project 25 years ago. Much of the interchange was designed before interstate design standards were mandated. The project is estimated to cost $182 million. Once improved, the interchange complex will meet interstate design standards.

NAME AND TITLE OF WITNESS:

Mr. Dwight M. Bower
Deputy Director
Colorado Department of Highways

ACTION REQUESTED:

The Colorado Department of Highways requests that Congress identify the reconstruction of the I 70/I 25 interchange complex for priority designation in the allocation of fiscal year 1991 discretionary I-4R funds.

STATEMENT TO THE
HOUSE APPROPRIATIONS SUBCOMMITTEE ON TRANSPORTATION
BY THE COLORADO DEPARTMENT OF HIGHWAYS
DWIGHT M. BOWER, DEPUTY DIRECTOR

I am Dwight Bower, Deputy Director of the Colorado Department of Highways. I would like to thank Chairman Lehman and the members of this subcommittee for this opportunity to speak.

The population of the Denver area has grown 200% since the original construction of the interchange at the intersection of Interstate 70 and Interstate 25 was built in 1951. The interchange complex, known locally as the "Mousetrap", is now severely congested during much of the day, a situation aggravated by the high percentage of trucks utilizing the facility. More than a quarter of a million vehicles travel through the interchange complex on the average day. By the year 2010, travel is projected to grow to 325,000 vehicles per day.

The State of Colorado and the Colorado Department of Highways are currently working to make this congested crossroad of Colorado operate more safely and efficiently. Hopefully, once improved it will be known as the "Better Mousetrap".

It will be "Better" because of your foresight in including the Interstate 4R discretionary funding provisions in the Surface Transportation and Uniform Relocation Assistance Act of 1987. We are very appreciative that you acted to meet the needs of busy urban areas like Denver with this valuable funding mechanism.

Colorado has been very fortunate to have received $54.9 million of I-4R discretionary funds in fiscal years 1989 and 1990 to reconstruct the Mousetrap. In FY 1989, we received $17.9 million, which funded the construction of the I 70 mainline flyover structures, which are currently under construction. This year, we received $37 million, which will complete approximately 37% of the project.

The project meets all the criteria established in the Act for I-4R discretionary funding. The estimated construction cost of the project is approximately $182 million, which includes the state matching share.

The reconstruction of this major interchange complex has national significance. The Mousetrap is the only interstate to interstate interchange complex in Colorado with roadways that traverse Colorado and adjacent states. I 25 is also the major north-south route for transportation of hazardous waste.

Reducing the potential for accidents such as the highly publicized August 1, 1984, torpedo incident is a primary goal of this project. Many ramps function far below the current design standard of 40 miles per hour. During the average year, more that 175 accidents occur at the Mousetrap, accounting for an annual economic loss of $7.1 million. Regarding the torpedo incident, six 30-foot-long Mark 48 torpedos being hauled from the State of Washington to a submarine base in Groton, Connecticut, spilled onto I 70 when the driver failed to negotiate a 25 mph ramp. Not knowing the hazard potential of the torpedos, nearby residents were evacuated and both interstates were closed for eight hours.

The construction of a Bus/High Occupancy Vehicle (HOV) corridor down the center of I 25 is integral to the timely reconstruction of the I 70/I 25 interchange complex. The Bus/HOV project is a multi-agency effort of the Urban Mass Transit Authority, Federal Highway Administration, Colorado Department of Highways, Regional Transportation District and the City and County of Denver.

Colorado is requesting your support to secure priority designation for our FY 1991 application of $24 million in I-4R discretionary funds. Completing the Mousetrap project continues to be a high priority for the Colorado Department of Highways. We are prepared to utilize $24 million of I-4R discretionary funds in FY 1991 toward the reconstruction of the project.

We are steadfast in our commitment to this project, and we are eager to continue the work that is completed or under construction. We ask for your continued support and request your endorsement of priority designation for FY 1991 I-4R discretionary funding.

THE REBUILDING OF THE I 70/I 25 INTERCHANGE COMPLEX

(THE BETTER MOUSETRAP PROJECT)

AND

COLORADO'S FY 1991 REQUEST FOR

INTERSTATE 4R DISCRETIONARY FUNDING

PRESENTED BY

THE COLORADO DEPARTMENT OF HIGHWAYS

APRIL 1990

WHY A BETTER MOUSETRAP?

The I 70/I 25 interchange complex serves the metropolitan area of Denver, whose population has grown 200% since the interchange was first constructed in 1951. The interchange complex, known locally as the Mousetrap, is severely congested during much of the day. This situation is aggravated by the high percentage of trucks utilizing the facility. More than a quarter of a million vehicles use the Mousetrap on the average day. By the year 2010, travel is projected to grow to 325,000 vehicles per day. The Mousetrap is the most heavily used interchange complex in the State.

We at the Colorado Department of Highways (CDOH) are interested in finding a way to make this crossroads of Colorado operate more safely and efficiently. Hopefully, once improved it will be known as the Better Mousetrap.

It will be Better because of your foresight in including the Interstate 4R discretionary funding provisions in the Surface Transportation and Uniform Relocation Assistance Act of 1987 [(the Act) (Public Law 100-17, Section 114)]. We are very appreciative that you acted to meet the needs of busy urban areas like Denver with this valuable funding mechanism. We are truly hopeful that future highway acts will contain similar discretionary provisions.

Colorado has been very fortunate to have received $54.9 million of federal I-4R discretionary funds in fiscal years 1989 and 1990 to reconstruct the Mousetrap. In FY 1989, we received $17.9 million, which funded the construction of the I 70 mainline flyover structures, which are currently under construction. This year, we received $37 million, which will complete approximately 37% of the Better Mousetrap project.

THE NEED

The Better Mousetrap project meets the criteria established in the Act for I-4R discretionary funding. Priority consideration is to be given to projects whose cost exceeds $10 million and is on a high volume route in an urban area. The estimated construction cost of the Better Mousetrap project is approximately $182 million. This amount is in total dollars and includes both federal and state matching dollars.

The reconstruction of this major interchange complex has national significance. The Mousetrap is the only interstate to interstate interchange complex in Colorado with roadways that traverse the entire state. Although transporting hazardous waste is restricted on portions of I 70 thru Denver, I 25 is the major north-south route for transportation of hazardous waste.

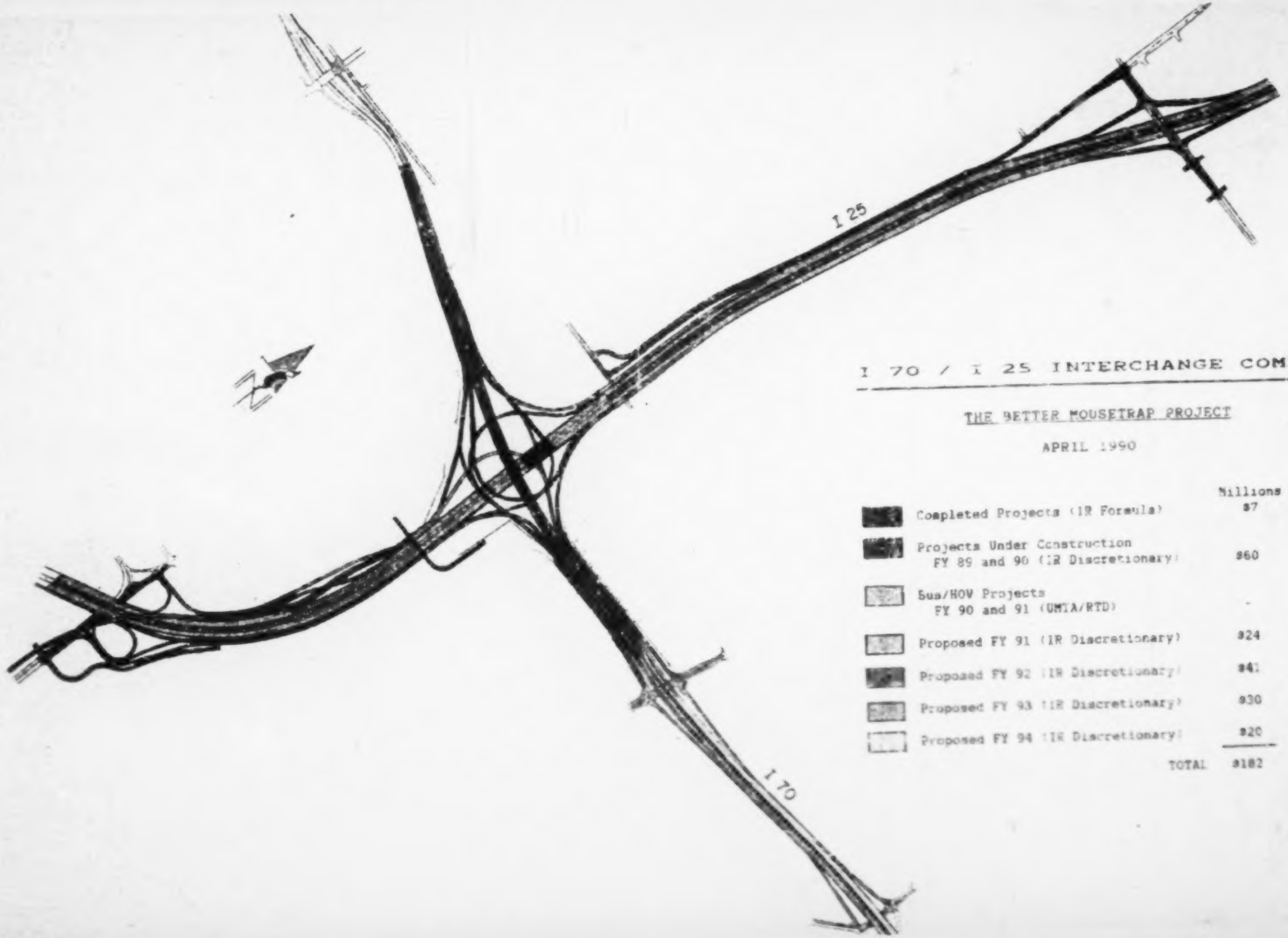
Reducing the potential for accidents (such as the highly publicized August 1, 1984, torpedo incident) is a primary goal of this project. Many ramps function far below the current design standard of 40 miles per hour. The existing facilities achieved their capacity many years ago and operate at an extremely poor level of service during peak periods. During the average year, more that 175 accidents occur at the Mousetrap, accounting for an annual economic loss of $7.1 million. Regarding the torpedo incident, six 30-foot-long Mark 48 torpedos which were being hauled from the State of Washington to a submarine base in Groton, Connecticut, spilled onto I 70 when the driver failed to negotiate a 25 mph ramp. Not knowing the hazard potential of the torpedos, nearby residents were evacuated and both interstates were closed for eight hours.

The reconstruction of the Mousetrap interchange complex is integral to the completion of a Bus/High Occupancy Vehicle (HOV) corridor in the middle of I 25. The Bus/HOV project is a multi-agency effort of the Urban Mass Transit Authority (UMTA), Federal Highway Administration (FHWA), CDOH, Regional Transportation District (RTD) and the City and County of Denver. The Bus/HOV project will cost nearly $200 million to complete, and construction is expected to begin this year.

A REQUEST

Colorado is requesting your support to secure priority designation for our FY 1991 application of $24 million in I-4R discretionary funds. Completing the Mousetrap project continues to be a high priority for the Colorado Department of Highways. We are prepared to utilize $24 million of I-4R discretionary funds in FY 1991 toward the reconstruction of the Better Mousetrap project.

We are steadfast in our commitment to this project, and we are eager to continue the work that is completed or under construction. We ask for your continued support and request your endorsement of priority designation for FY 1991 I-4R discretionary funding.

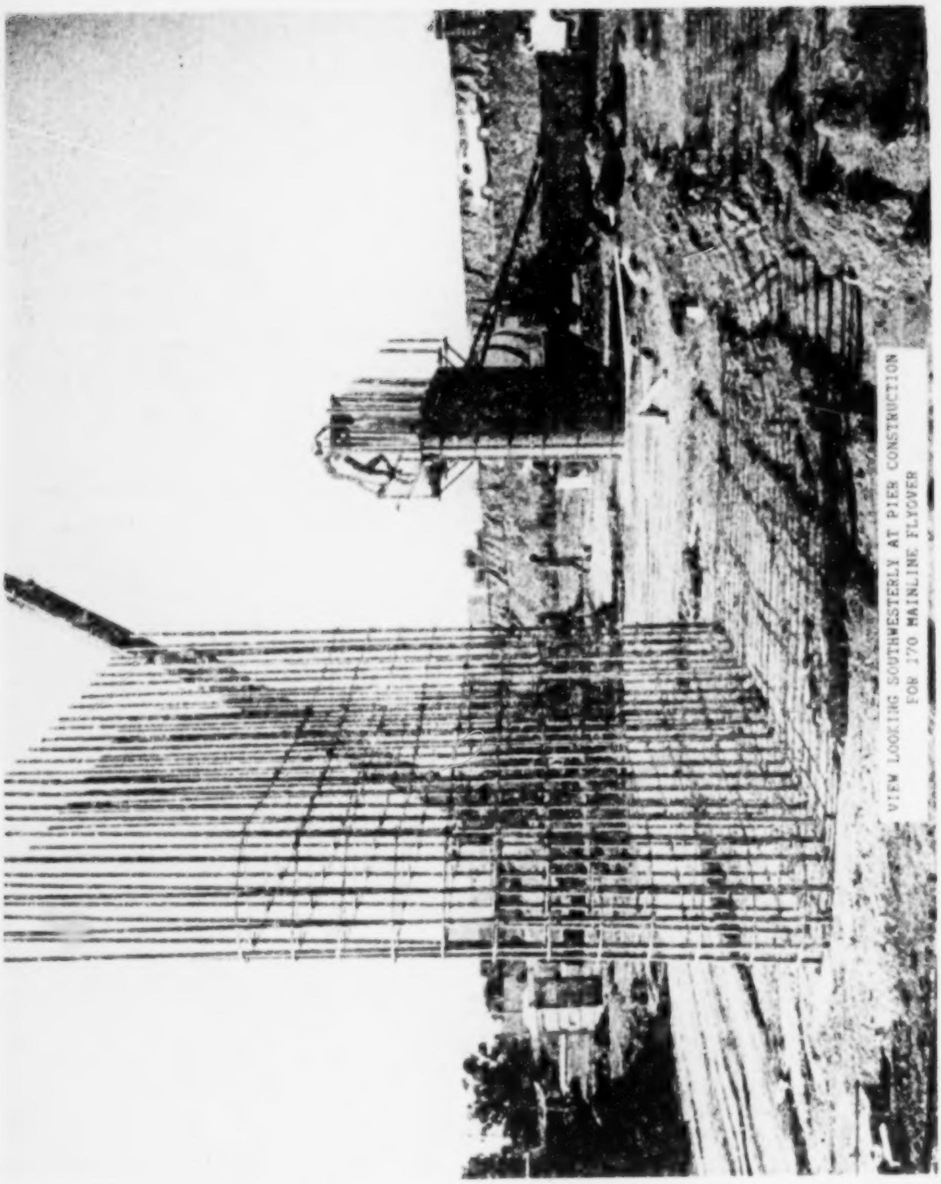


I 70 / I 25 INTERCHANGE COMPLEX

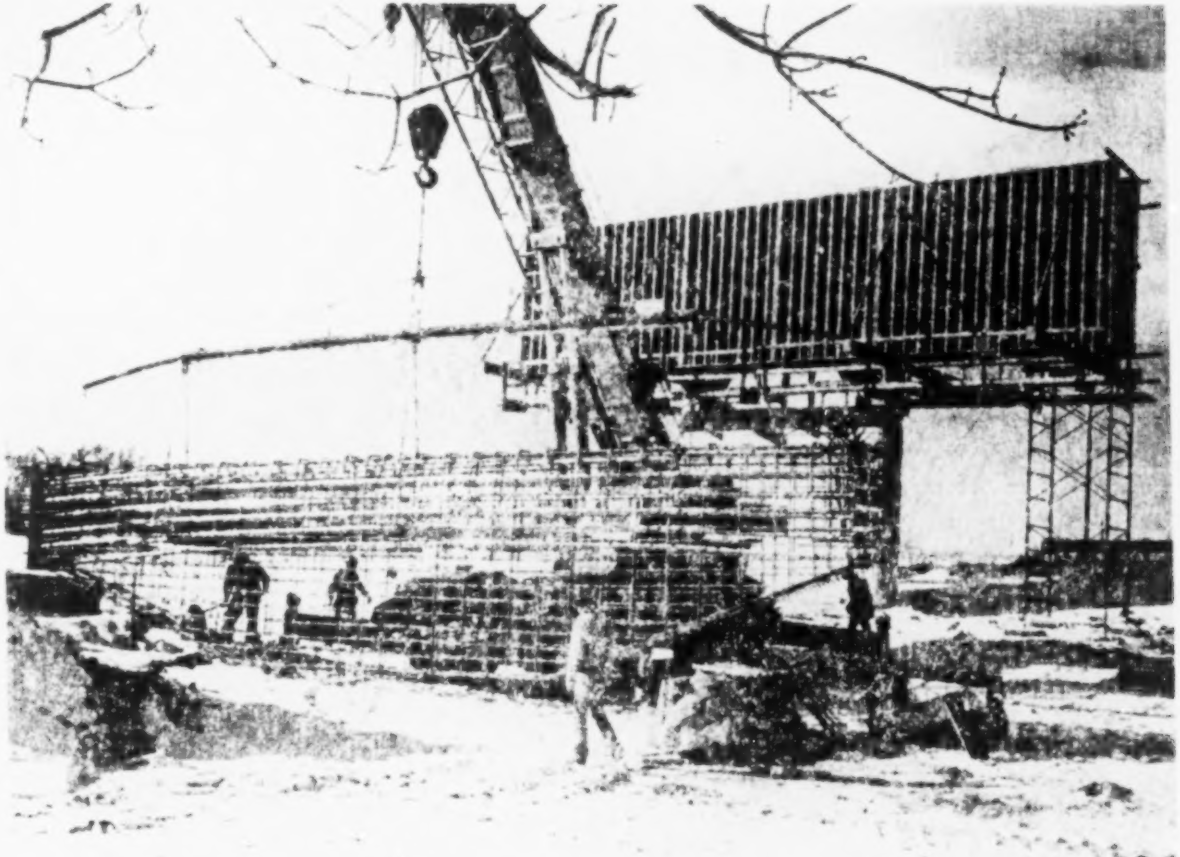
THE BETTER MOUSETRAP PROJECT

APRIL 1990

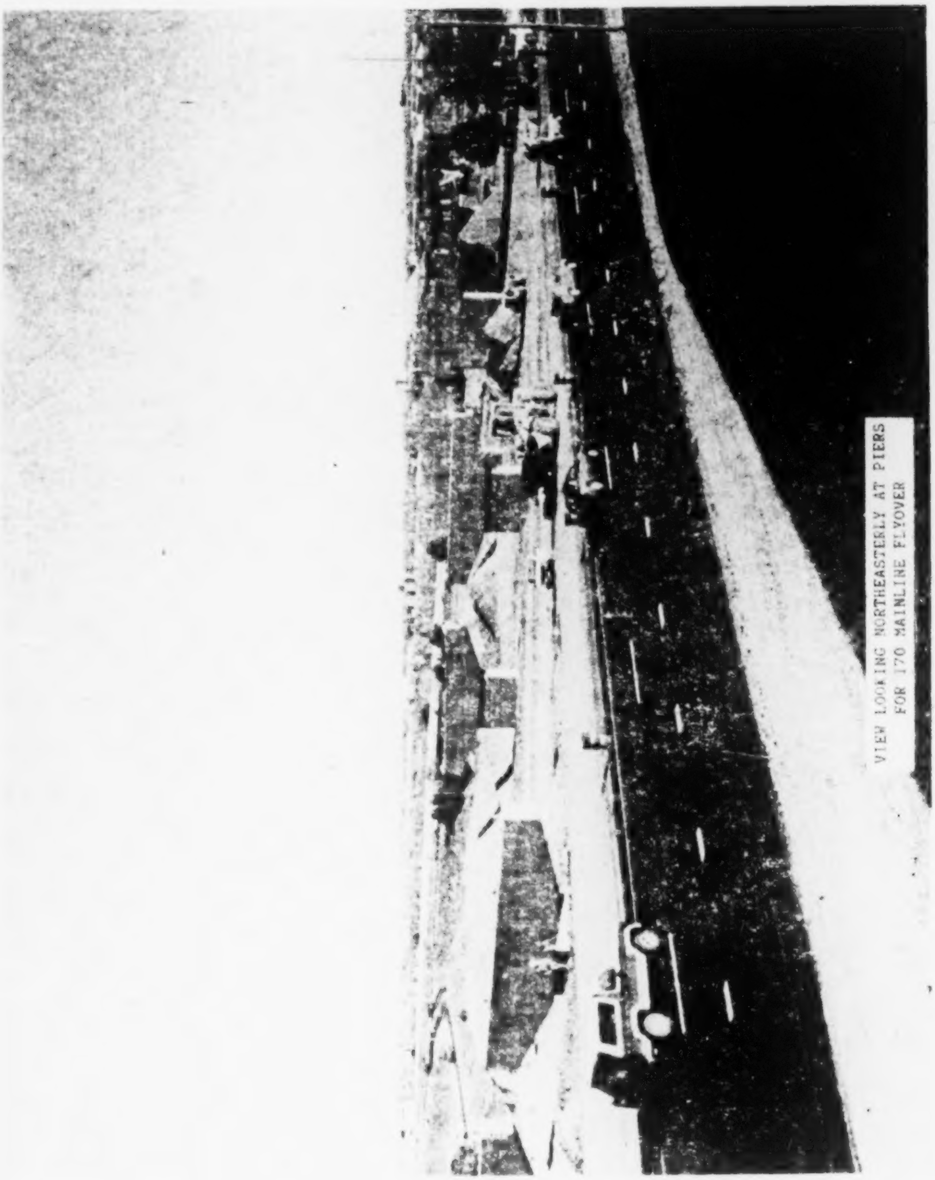
		Millions
■	Completed Projects (IR Formula)	$7
■	Projects Under Construction FY 89 and 90 (IR Discretionary)	$60
▨	Bus/HOV Projects FY 90 and 91 (UMTA/RTD)	-
▨	Proposed FY 91 (IR Discretionary)	$24
■	Proposed FY 92 (IR Discretionary)	$41
▨	Proposed FY 93 (IR Discretionary)	$30
□	Proposed FY 94 (IR Discretionary)	$20
	TOTAL	$182



VIEW LOOKING SOUTHWESTERLY AT PIER CONSTRUCTION
FOR I70 MAINLINE FLYOVER



VIEW LOOKING WESTERLY AT PIER CONSTRUCTION
FOR THE MAINLINE FLYOVER



VIEW LOOKING NORTHEASTERLY AT PIERS
FOR I70 MAINLINE FLYOVER

Mr. **Lehman**. Mr. Durbin, would you like to introduce the next group?

Mr. **Durbin**. Yes, Mr. Chairman. It is my pleasure to introduce to you this morning a gentleman who has appeared before this Subcommittee at previous occasions. Tom Purcell is the Chairman of the Board of Commissioners, the Bi-State Development Agency in St. Louis. With him is Jack Leery who serves as Executive Director. This is a project the subcommittee, the Missouri/Illinois Light Rail Project, is one the Subcommittee has been committed to for many years. And I am happy to report in four words the best news I can give this Subcommittee: The project is on time, on budget. And at that point, I will turn it over to Mr. Purcell.

Wednesday, April 25, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, MISSOURI/ILLINOIS LIGHT RAIL PROJECT, METRO LINK

WITNESS

THOMAS W. PURCELL, CHAIRPERSON, BOARD OF COMMISSIONERS, BI-STATE DEVELOPMENT AGENCY

Mr. **Purcell**. Mr. Chairman, Subcommittee, the St. Louis community thanks you for this opportunity to appear before the committee to discuss the progress of our project. It is a unique joint effort between Missouri and Illinois to enhance the transportation between our two states.

Let me say we are very thankful to you, Mr. Chairman, for visiting us last fall in your busy schedule to take a look at our system, to look at the tunnel and the Eats Bridge, et cetera. We appreciate you taking the time to take a look at what St. Louis is trying to do and has accomplished.

The result of that is reducing a project which basically would cost over a billion dollars to something around $288 million.

We are pleased to say that, as the Congressman indicated, we are under budget. We just selected our car manufacturer, Siemens Energy & Automation was the low bidder for our 31 car procurement package, coming in at about $45 million which is $6 million under budget.

When you build a transportation mode, as you all know, it has a lot of impact both before and after the mode is going to happen. And we just want to assure you that St. Louis is on the move. Several areas that we are on the move is the recent passage of the Convention Center bond issue that allowed the expansion of our facility both to the south and to the east, adding a facility of about 600,000 square feet. We have a light rail station that is only about 50 feet from this property. We like to say that it was good planning; but, in fact, as you know, it's a building block process in a community and this is a good example of that.

In addition to that, we are now working through the help of the committee last year, we had report language that was allowed to be included in the committee report allowing for a change in our full funding contract to provide for a more efficient rail-air hookup at Lambert Airport so to avoid the problems we experience at Washington National, with the Washington Metro link system.

Our system is to open in July 1993 and we hope that when they exit our system, Mr. Chairman, that they will only be 50 feet from the ticket counter.

The Lambert Airport master plan relative to its runways also necessitated some changes of our light rail alignment. Fortunately, we have an ongoing planning process and as a result of that, we are able to even have a more effective relationship with our report as I earlier testified, but the result of that is that there is going to be an additional cost of $25 million. This is not a cost overrun. This is a result of two modes interfacing effectively so that future generations have a good relationship between the light rail system and the airport.

Finally, as we move on to the next phase, we have the East-West Gateway Coordinating Council that has begun the alternative analysis study and the extension of Metro Link into the Sinclair County Corridor which includes the Illinois cities of Bellville, Fairview Heights and O'Fallon.

Twenty-five percent, Mr. Chairman, of our downtown workers reside on the Illinois side of our metro region. Since transportation across our river is increasing congested with no new bridges planned in the foreseeable future, Metro Link is going to be a very important part to enhance the relationship between Missouri and Illinois.

Our funding request, Mr. Chairman, is for $101 million. This reflects the balance of the original full funded contract of $72 million; it includes $25 million, Mr. Chairman, of the additional request to cover the changes required as a result of the Lambert Metro Link relationship and it also includes, Mr. Chairman, a $4 million request for the preliminary engineering relating to the Sinclair County Corridor.

It is important to note that we have already awarded $74 million in contracts in our project. This amount represents the contracts for design of the system, the light rail vehicle procurement contract and I am pleased to report our first construction contract.

We believe that by the ground-breaking next month, we will have encumbered another $190 million by the end of 1990 for the majority of the remaining construction projects.

In conclusion, it is not easy. All of us recognize, Mr. Chairman, that there is tremendous pressure on yourselves and on the Congress regarding dollars. We feel, however, that the Missouri/Illinois project at a current cost of 16 million is one of the most effective systems in the country. Ability to keep the costs under control is clearer now that we are in our first year of construction.

Finally, we are one of the few projects in the country that involves a bi-state effort with both our congressional delegations working together to enhance our region. Planning, cost effectiveness, community support, vision: Those are the basic attributes of this project, Mr. Chairman. And they insure that there is an effective partnership between local and Federal Government.

We would like to say thank you, again, for the opportunity to express our thoughts and ideas on this venture. I want to say thank you to several of the committee Members for visiting our area the last two or three years to assess the project and its effectiveness. And we like to hope that you would consider our request regarding the St. Louis project. Thank you, Mr. Chairman.

Mr. LEHMAN. Thank you very much. I just wonder. You had a full funding contract. I assume you still have a full funding contract.

Mr. PURCELL. Yes, sir.

Mr. LEHMAN. And has it been modified by UMTA to include the $25 million change that you are doing for the Lambert connection?

Mr. PURCELL. It has not been modified. It is in your report language out of the committee. We are in the process of negotiating that currently.

Mr. LEHMAN. Thank you very much. Mr. Coughlin.

Mr. COUGHLIN. What is the $25 million for? You said it is not a cost overrun. What is it?

Mr. PURCELL. As I indicated, what we are talking about, Congressman, we have an airport, Lambert Airport. And it has a master plan process that is under study right now and what the shape and direction of Lambert Airport should be in the future.

A result of that planning process, is a redesign of the Metro Link relationship with the airport. And that is an ongoing relationship right now. And we estimate that when that planning is complete within the next six months to a year, that the end result will have a $25 million impact on the project. It does not relate to the original design. It relates to changing circumstances that the project was not originally considered when it was financed two years ago under the full funding contract.

Mr. COUGHLIN. So, the $25 million is anything but a firm figure at this point in the game?

Mr. PURCELL. Well, we think it is pretty firm. We think it is pretty firm, sir. We have worked closely, Congressman, with the engineers at the airport. Our project manager meets with them about once every three weeks and Mr. Brown has an ongoing relationship with the airport as well as with our organization. And we think through the staff and through the personality and the professional relationships of our employees, that the $25 million as well as the design and how they interface is pretty real.

Mr. COUGHLIN. Thank you, Mr. Chairman.

Mr. PURCELL. Thank you, sir.

Mr. LEHMAN. Mr. Durbin.

Mr. DURBIN. Thank you, Mr. Chairman. I might add that this has been, as Tom indicated, a bi-partisan joint effort on both sides of the river. And Senators Dixon and Simon in Illinois and Senator Eagleton and then Senator Bond and Senator Danforth of Missouri, as well as the congressional delegations, the Majority Leader Gephardt, Congressman Clay and Congressman Costello and I have all worked very closely on this project.

I think it is interesting that what happened to the St. Louis Light Rail Project is that their plans for the future had to accommodate the plans for the future of Lambert Airport. And after the St. Louis Light Rail Project had submitted its plans to the Federal Government, the Lambert Airport came forward with some rather dramatic changes and the configuration of the St. Louis Light Rail Project had to accommodate those changes.

In fact, as I understand it, had they not made the accommodation, those three new runways at Lambert would have gone right over the top of the original rail line as it had been proposed. We do not want to see that happen. And clearly, that is an explanation for this increased request. It is not through any fault of the St. Louis Light Rail Project, but rather the decision of the airport which precipitated these changes.

I might also add that there has been a suggestion made and those of us who use Washington National can appreciate it. Frank Wolf can appreciate this, that from the outset, the St. Louis Light Rail Project has a direct link with the main terminal at the airport as opposed to letting the passengers off at some distance. I joined Mr. Wolf several years ago in putting more funds into Washington National so that our own Metro system can be more convenient for the passengers using the terminal. And this will be the case in St. Louis Light Rail.

The last point I will make is that those of us on the Illinois side of the river are anxious to see this project completed, and we are also anxious to see the link between the Scott Air Force Base and Lambert. It has been suggested that there may be a rail travel time of 45 minutes between these airports when this is finally completed. And that will really, I think, set the stage for a more efficient use of air service on both the Illinois and Missouri sides of the river. And I think the St. Louis Light Rail Project is making that making that possible. I salute you for your fine work. Our Subcommittee will do the best we can for you this year.

Mr. PURCELL. Thank you, Congressman.

Mr. LEHMAN. Mr. Wolf.

Mr. WOLF. I have no questions.

Mr. LEHMAN. Well, thank you very much. You may not be the best rail system, but you are sure the cheapest.

Mr. PURCELL. Thank you, Mr. Chairman. Thank you for your time.

Mr. LEHMAN. Jolene Unsoeld.

WEDNESDAY, APRIL 25, 1990.

FEDERAL AVIATION ADMINISTRATION, COAST GUARD, FEDERAL HIGHWAY ADMINISTRATION, URBAN MASS TRANSPORTATION ADMINISTRATION

WITNESS

HONORABLE JOLENE UNSOELD, U.S. REPRESENTATIVE IN CONGRESS FROM THE STATE OF WASHINGTON

Mrs. UNSOELD. Thank you very much, Mr. Chairman. I believe you have my testimony, and I ask that it all be included, but I will talk briefly about a couple of them.

Probably even you who are not from the northwest are aware of our timber issue and the spotted owl and what the effect is on the economy. Grace Harbor County is one of those most severely impacted by those other issues. They are striving mightily to seek diversification, and one of their projects of the port and the people there are investing quite a bit of money in is to expand their small airport, which is really the only one that serves that area.

We have less than blue skies much of the year in that part of the nation, and consequently that small field is hampered by its not having the instrument landing system. I guess glide scope equipment is what it is called. And the port has made major investment in Bowerman Field, including $757,000 to repave the runway and parallel taxiways and the construction of a new hanger. They would like to begin on May 1st having a commuter service from there to Sea-Tac Airport, but being able to get that glide scope equipment is really crucial for that part of the world in many months of the year.

So, I would hope that you could put that on as a priority item in your recommendations. We are not asking for any specific money, but rather that it be given a priority status. Their difficulty is they cannot increase the usage of the field until they get the equipment, and they cannot get the equipment until they increase the use of the field. So they need a little bit of a boost.

The other airport project that we are very interested in is Pearson Airpark. Last year, I very much appreciate your committee putting that on the priority list for the FAA. We are told that if there are any funds left in fiscal year 1990, that those will be used and certainly it will be at the top of the list in 1991 if you could continue it on your priority list for improvements.

Hopefully the community and both the Park Service, the air park, the city, state and other local governments are coming up with a long term solution and plan for the continuation of this airstrip. And we hope that you can give us that little boost to keep it going.

I would like to also talk about the Coast Guard operations and facilities. Since I guess about 1790, the Coast Guard has played such an important role in this country's history. It seems like the public has a great high regard for the Coast Guard. Consequently, we keep giving it more and more responsibilities. But it is unreasonable for us to demand that the Coast Guard do more without the funding to tackle the additional responsibilities.

Although appreciative that the Administration has requested for example, $12.6 million for environmental protection, that is really just a drop in the bucket when you consider the impact of just the oil spill liability and cleanup legislation that this Congress is in the process of adopting. The Coast Guard is going to need additional money to carry out these tasks.

I would also like to urge that the additional money be put in for the acquisition, construction, improvement of vessels, aircraft, shore facilities and aids to navigation, because what the Administration has requested is woefully inadequate sum to keep up with these requirements.

One facility that is in my district, Cape Disappointment, is a facility which really does need renovation. It is of particular importance because it is to rehabilitate and upgrade the Coast Guard station and national motor lifeboat school at Cape Disappointment in Ilwaco, Washington. It really has national significance—the only school in the world that trains rescue boat operators for heavy surf conditions.

And currently, Mr. Chairman, they are operating out of a converted garage, in need of the money to build the facility to house this very important training process. It is the reputation of many who go through that training that it helps uphold the very high regard the public has for the Coast Guard.

Last, I would like to talk about surface transportation issues, particularly again commend you for your support for the light rail activity in the Portland area and the expansion that they are looking at undertaking, with particularly Representative AuCoin and I have been working closely to coordinate the across the river regional transportation issue. We are hoping that eventually we will be able to extend that light rail into Clarke County.

Unfortunately, UMTA does not share always our views on this or of your committees. And so we are having a little skirmish there. We think we will prevail and we ask that you continue to support that project.

And the last is to talk about the coastal scenic highway, Highway 101, which follows the Pacific Coast from Port Angeles, Washington down to San Luis Obispo, California. And I know that in the long run, this highway will become an important part of the diversification of this area, because many, many people will be drawn to this beautiful part of the world as a result of that highway. I know it has got to go through the regular committee process, and I will work closely with Representative DeFazio and other members of the tri-state delegation to encourage Federal support for that project.

And I urge the funding for the other public transportation funding. I thank you, Mr. Chairman.

Mr. LEHMAN. Thank you, Ms. Unsoeld. We are going to need your help on the floor again this year, so you hang with us here.

Mrs. UNSOELD. Okay. Okay. Thank you.

Mr. LEHMAN. Mr. Wolf.

Mr. WOLF. No questions.

Mrs. UNSOELD. Thank you very much.

[The prepared statement of Mrs. Unsoeld follows:]

STATEMENT OF CONGRESSWOMAN JOLENE UNSOELD (WA)
BEFORE THE
SUBCOMMITTEE ON TRANSPORTATION APPROPRIATIONS
APRIL 25, 1990

Mr. Chairman, I appreciate this opportunity to testify in support of several projects of great importance to the Pacific Northwest, and to the entire country. This is my second chance to testify before the committee and I want to thank you, Mr. Chairman, and other members of the committee for past consideration and support.

AIRPORT IMPROVEMENTS

BOWERMAN FIELD ILS GLIDESLOPE: For many years, the Port of Grays Harbor has been waiting for glideslope equipment to complete its instrument landing system (ILS) at Bowerman Field, the principal airport for coastal Grays Harbor County. In the interests of safety, access, and economic development, I would request that Bowerman Field at Hoquiam, Washington be given priority consideration in the FAA F&E section of the FY91 Transportation Appropriations bill.

Grays Harbor has been economically devastated by the Northwest timber crisis and efforts to protect the northern spotted owl on the Olympic National Forest. The Harbor community is making a strong effort to diversify and attract new industries to the area. Congress recently funded construction of the Deeper Draft project, which will help the Port expand and diversify its operations. Airport improvements which will strengthen the air link to Seattle, Portland, and other business centers are a vital part of the community's effort to move ahead.

The Port has made major investments in Bowerman Field, including $757,000 to repave the 5,000 foot runway and parallel taxiways, and the construction of a new hanger. In conjunction with a private carrier, the Port will institute scheduled commuter air service between Bowerman Field and Seattle-Tacoma International Airport on May 1st. Although this service will be costly to the Port, it is seen as an important part of the area's economic recovery.

This investment is compromised by the lack of a precision approach to cope with the low ceilings that are the dominant weather pattern in Grays Harbor. This puts the Port in a "catch-22" situation: keeping scheduled air service and traffic volume up is difficult without a full ILS approach, but the airport has received a relatively low priority because its traffic volume is low. I believe it is imperative that we complete the ILS at Bowerman as soon as possible by making the project a priority.

PEARSON AIRPARK: Mr. Chairman, I want to thank you and the committee for adding historic Pearson Airpark -- the oldest operating airport in the country -- to the FY90 priority list for improvements last year. According to the FAA, the application for Pearson improvements could be funded this year if there are sufficient monies remaining in the FY90 Washington state apportionment. If these funds are not available in FY90, I am advised that the project will be the first funded in FY91. I would therefore request that Pearson Airpark again be placed on the FY91 priority list.

COAST GUARD OPERATIONS AND FACILITIES

Mr. Chairman, as a representative of a coastal area and as a member of the Merchant Marine and Fisheries Committee, I would also like to comment on budget priorities for the U.S. Coast Guard.

OPERATIONS: Since 1790, the Coast Guard has played an important role in protecting and defending our coastal waters by enforcing our maritime laws, guaranteeing marine safety, and assisting in our defense readiness. In recent years, however, insufficient funding has jeopardized their ability to carry out these primary missions.

Very simply, we must provide sufficient funding for the Coast Guard to accomplish all of its missions with the degree of proficiency that we have come to expect and demand. We need better drug interdiction, stronger fisheries enforcement, and tougher environmental enforcement to deal with such problems as oil spill prevention and readiness. However, it would be unreasonable for us to demand that the Coast Guard do more without the funding to tackle these additional responsibilities.

A perfect example of this is the comprehensive oil spill legislation. In anticipation of enactment this year, the Administration requested new line items totalling $12.6 million for environmental protection. However, this amount reflects only a fraction of the funding needed to carry out the tasks described in the legislation. The Coast Guard will not be able to carry out these new tasks without additional funding.

I have other concerns with the President's funding proposal. For example, the administration requested $26 million less than the FY90 appropriation for Acquisition, Construction, and Improvement of Vessels, Aircraft, Shore Facilities, and Aids to Navigation -- a woefully inadequate sum to keep up with requirements.

CAPE DISAPPOINTMENT FACILITIES RENOVATIONS: Of particular importance to me is the need to rehabilitate and upgrade the Coast Guard Station and National Motor Lifeboat School at Cape Disappointment in Ilwaco, Washington. This school is of national significance and is the only school in the world that trains rescue boat operators for heavy surf conditions. The school is currently operating in a converted garage awaiting $3.5 million in FY91 to fund new facilities. I strongly urge the committee to provide the full amount necessary to construct these essential facilities.

SURFACE TRANSPORTATION

LIGHT RAIL IN CLARK COUNTY: Mr. Chairman, last year this committee appropriated funds to expand the Portland, Oregon, light rail system. This system is proving to be an invaluable tool for commuters in Portland, and will, in the future, provide that same convenient, fast, and efficient service to residents in Clark County, Washington -- which is just across the Columbia River from Portland. Unfortunately, despite this committee's recommendation to fund the project, Urban Mass Transportation Authority (UMTA) has refused to act on it.

It is my understanding that Congressman AuCoin and Senator Hatfield are continuing to work with UMTA to resolve the differences between your recommendations and the agency. I want to weigh in with my support for the efforts of my colleagues and urge this committee to continue to support Portland's -- and eventually Vancouver's -- light rail system. I believe it is a critical component of the region's transportation system and will continue to be so as the Northwest population increases.

COASTAL SCENIC HIGHWAY: Highway 101 follows the contours of the the Pacific coast from Port Angeles, Washington, to San Luis Obispo, California. The scenic splendor and historic importance of this highway and the communities through which it winds should make it a priority for funding under the Surface Transportation Act. I trust that coordination with the Public Works Committee will enable this project to move ahead as quickly as possible. I will be working closely with Rep. DeFazio and other members of the tri-state delegation to encourage federal support for this project.

PUBLIC TRANSPORTATION: Without going in to great detail, I want to urge this committee to fully fund public transportation at authorized levels. I believe greater use of public transportation will alleviate many of our nation's most pressing problems by helping to protect our environment, to improve our balance of trade, and to reduce urban traffic congestion.

In addition, I would like to request that this committee recognize the substantial costs to public transportation agencies of implementing the Americans with Disabilities Act (ADA), especially regarding the fixed route and para transit systems. I would urge you to add sufficient funding to the Section 9 Formula Assistance Program to cover these additional costs.

Thank you, Mr. Chairman, and members of the committee for your consideration and support for these requests.

Mr. **Lehman**. Thank you very much. Mr. Wolf, do you want to introduce the next witness?

Mr. **Wolf**. Yes, Mr. Chairman. Thank you very much. I want to welcome Chairman Audrey Moore, Chairman of the Board of Supervisors of Fairfax County. I appreciate Ms. Moore taking the time to come to testify on a project that has been very, very important to this region. Ms. Moore.

Wednesday, April 25, 1990

FEDERAL HIGHWAY ADMINISTRATION, CONSTRUCTION OF I-66 HIGH OCCUPANCY VEHICLE [HOV] LANES, FAIRFAX COUNTY, VA

WITNESSES

AUDREY MOORE, CHAIRMAN, BOARD OF SUPERVISORS, FAIRFAX COUNTY, VA

SHEVA POTT, DIRECTOR OF THE OFFICE OF TRANSPORTATION PLANNING, FAIRFAX COUNTY, VA

Ms. **Moore**. Chairman Lehman, Members of the Committee, Congressman Wolf, I am Audrey Moore, Chairman of the Fairfax County Board of Supervisors in Virginia. This is Sheva Pott, the Director of the Office of Transportation Planning in the County.

Currently, Fairfax County has contributed almost $800 million to Federal highway facilities in Fairfax County. Keep in mind that in Virginia, counties are not required to spend money towards highway facilities. In fact, we have no statutory responsibility at all for the construction and maintenance of Federal and state highways. Nevertheless, we want to do our share, and we have the honor of having some of the greatest congestion anywhere in the Washington metropolitan area, particularly on I-66, I-495 and I-95, which are the interstate highways in our area.

As you are aware, Mr. Chairman and Members of the committee, last year this committee dedicated $5.1 million towards the construction of I-66 HOV lanes west of the Beltway. This commitment was in large measure the result of Congressman Wolf's efforts, and we are extraordinarily appreciative of his leadership in this matter for us.

I am here today to request continued funding for this most important HOV project. Your committee has been most helpful in the past and, with your assistance, we are hopeful that the State of Virginia could complete the entire HOV project within the next year and a half. Currently, there are over 125,000 vehicles per day using I-66, making it one of the most congested in the Washington area. It is going to be going to something like 180,000 vehicles per day in the year 2000.

But more importantly, just let me tell you what it is like. In the afternoon after 3:00, you cannot get on I-66, and when you do, you just stand there. It is like a parking lot. It is a parking lot morning and evening. On Saturdays in the spring of the year when people are trying to get out of town, you get on I-66 and you just sit there for miles and miles and miles. It is in need of complete renovation, HOV lanes all the way out to Gainesville. It is in need of rail facilities. But these are all pie-in-the-sky items at the moment. We need to get something done to make it work better.

I think you have a map attached to the statement showing you where the HOV lanes would go. They go in each direction along I-66 from the Capital Beltway to Route 50. Additionally, those lanes would be used by busses, car pools, van pools during rush hour, but during the rest of the day, those lanes could be available for all traffic and so it would help in that respect. We estimate that there will be something like a little less than 4,000 vehicles using those HOV lanes, which should help a great deal.

It will mean extending the current HOV lane facility, I-66, which goes all the way to the District of Columbia, out to Route 50 in Fairfax County, which could make that facility much more usable and handle more vehicles. Additionally, it will serve to help air quality in our area. All that traffic sitting there idling for hours at a time in the morning and the evening are not helping our ozone levels at all.

And if we can get these HOV lanes into place, we can get a lot of people, I think, on busses and in the car pools to make that traffic flow better and to help out with our air quality. We are committed to a transportation plan which will help the area and the nation achieve its environmental goals.

In closing, I would just like to say a few words about Metrorail in Northern Virginia, where Congressman Wolf has also been a great deal of help, especially with regards to the orange line, which as you know, is in the I-66 median terminating almost four miles outside the Beltway. It plays an important role in relieving congestion already in the I-66 corridor east of Vienna, Virginia. However, because Metrorail does not extend west of Vienna, the need for increased capacity in the form of HOV lanes becomes even more important.

In addition, the county fully supports Metro's funding request for Metro's testimony in March, which is the extension of the Metro lines that have been planned for so long—the one from Van Dorn to Springfield. We very much appreciate your past support for the I-66 HOV project and for Metro, and would just hope that you can help us out this year some more so that we can get this thing built.

Mr. LEHMAN. Thank you.

Ms. MOORE. Thank you very much.

Mr. LEHMAN. I have no questions. Mr. Wolf.

Mr. WOLF. I thank you, Mr. Chairman. I want to again thank Ms. Moore for taking the time to come up. It is a very important project—absolutely critical, not only to my congressional district, but I think more to the whole Northern Virginia area—the two other districts, the 7th district and the 8th because of where the traffic comes. This committee and the Chairman and the Members of the committee have been very good with regard to Metro and the I-66 project last year. And we will do everything we can to see that we can make some progress and get those HOV lanes operating very, very soon so people can use them.

But again, I want to thank you for taking the time, and Sheva for coming.

Ms. MOORE. Thank you very much.

Mr. LEHMAN. Do you have a dollar figure on this extension cost?

Ms. **Moore**. The cost of the entire project, I believe approaches $40 million, and we have still got $20 million to go.

Mr. **Lehman**. Thank you. Mr. Durbin. Thank you very much.

Ms. **Moore**. Thank you.

[The prepared statement of Ms. Moore follows:]

7/a

COMMONWEALTH OF VIRGINIA
COUNTY OF FAIRFAX
BOARD OF SUPERVISORS
FAIRFAX, VIRGINIA 22030

AUDREY MOORE
CHAIRMAN
4100 CHAIN BRIDGE ROAD
FAIRFAX, VIRGINIA

TELEPHONE: 246-2321

TESTIMONY
OF
FAIRFAX COUNTY, VIRGINIA
BEFORE
THE HOUSE APPROPRIATIONS COMMITTEE
SUBCOMMITTEE ON TRANSPORTATION

APRIL 25, 1990
WASHINGTON, D.C.

TESTIMONY OF
FAIRFAX COUNTY, VIRGINIA
HOUSE APPROPRIATIONS COMMITTEE
SUBCOMMITTEE ON TRANSPORTATION

INTRODUCTION

CHAIRMAN LEHMAN AND MEMBERS OF THE SUBCOMMITTEE, I AM AUDREY MOORE, CHAIRMAN OF THE FAIRFAX COUNTY, VIRGINIA BOARD OF SUPERVISORS. I THANK YOU FOR THE OPPORTUNITY TO ADDRESS THE COMMITTEE ON FISCAL YEAR 1991 TRANSPORTATION FUNDING. I REALIZE THAT YOU HAVE AND WILL BE RECEIVING TESTIMONY FROM A NUMBER OF INDIVIDUALS AND ORGANIZATIONS THIS WEEK. I WILL, THEREFORE, BE CONCISE CONCERNING MY PURPOSE BEFORE YOU TODAY.

CURRENTLY, FAIRFAX COUNTY HAS COMMITTED CLOSE TO $800 MILLION DOLLARS TOWARDS THE CONSTRUCTION OF MAJOR FEDERAL HIGHWAY FACILITIES IN THE COUNTY. THIS COMMITMENT NEEDS TO BE VIEWED FROM THE PERSPECTIVE THAT IN VIRGINIA, COUNTIES ARE NOT REQUIRED TO CONTRIBUTE LOCAL FUNDS FOR FEDERAL PROJECTS AND HAVE NO STATUTORY RESPONSIBILITY FOR THE CONSTRUCTION AND MAINTENANCE OF FEDERAL AND STATE HIGHWAYS. NONETHELESS, WE ARE ATTEMPTING TO DO OUR FAIR SHARE.

MR. CHAIRMAN, AS YOU ARE AWARE, $5.1 MILLION, THUS FAR, HAS BEEN COMMITTED BY THE COMMITTEE FOR THE CONSTRUCTION OF I-66 (HOV) LANES WEST OF THE CAPITOL BELTWAY. THIS COMMITMENT IS IN LARGE MEASURE DUE TO CONGRESSMAN FRANK WOLF'S EFFORTS. AS YOU KNOW, MR. WOLF IS ONE OF THE COUNTY'S MEMBERS OF CONGRESS. FOR THIS WE ARE EXTREMELY APPRECIATIVE.

I-66 (HOV) EXTENSION PROJECT

I AM HERE TODAY TO REQUEST CONTINUED FUNDING FOR THIS MOST IMPORTANT HOV PROJECT. YOUR COMMITTEE HAS BEEN MOST HELPFUL IN THE PAST AND, WITH YOUR ASSISTANCE, WE ARE HOPEFUL THAT THE STATE OF VIRGINIA CAN COMPLETE THE ENTIRE PROJECT WITHIN THE NEXT YEAR AND HALF.

CURRENTLY, OVER 125,000 VEHICLES PER DAY USE INTERSTATE 66 WHICH MAKES THIS INTERSTATE ROUTE ONE OF THE MOST CONGESTED IN THE WASHINGTON, D.C. METROPOLITAN AREA. THE VIRGINIA DEPARTMENT OF TRANSPORTATION PREDICTS THAT BY 1991, THE NUMBER OF CARS USING I-66 WILL INCREASE TO 144,000 VEHICLES PER DAY, AND BY THE YEAR 2011, MAY REACH AS HIGH AS 179,400 VEHICLES PER DAY. THESE DAILY TRAFFIC NEEDS CAN BE ADDRESSED BY CONSTRUCTING ONE ADDITIONAL LANE

IN EACH DIRECTION ALONG I-66 FROM THE CAPITOL BELTWAY TO U.S. ROUTE 50. ATTACHED IS A MAP DEPICTING THE PROPOSED I-66 (HOV) LANES WEST OF THE BELTWAY. ADDITIONALLY, CAPACITY ALONG THIS SECTION OF I-66 CAN BE INCREASED FOR ALL VEHICLES DURING OFF-PEAK HOURS. THE VIRGINIA DEPARTMENT OF TRANSPORTATION ESTIMATES THAT WHEN THE ADDITIONAL LANES ARE COMPLETED, THEY WILL CARRY OVER 3,800 HOV VEHICLES PER DAY, WHICH WILL EASE CONGESTION AND INCREASE MOBILITY ALONG THIS HEAVILY TRAVELED CORRIDOR.

IN ADDITION, EXTENSION OF THE I-66 (HOV) LANES WILL MEAN THAT THE EXISTING HOV LANES INSIDE THE BELTWAY WILL FUNCTION MORE EFFICIENTLY AND BE ABLE TO HANDLE GREATER NUMBER OF VEHICLES APPROACHING AND LEAVING THE DISTRICT OF COLUMBIA AND ARLINGTON COUNTY.

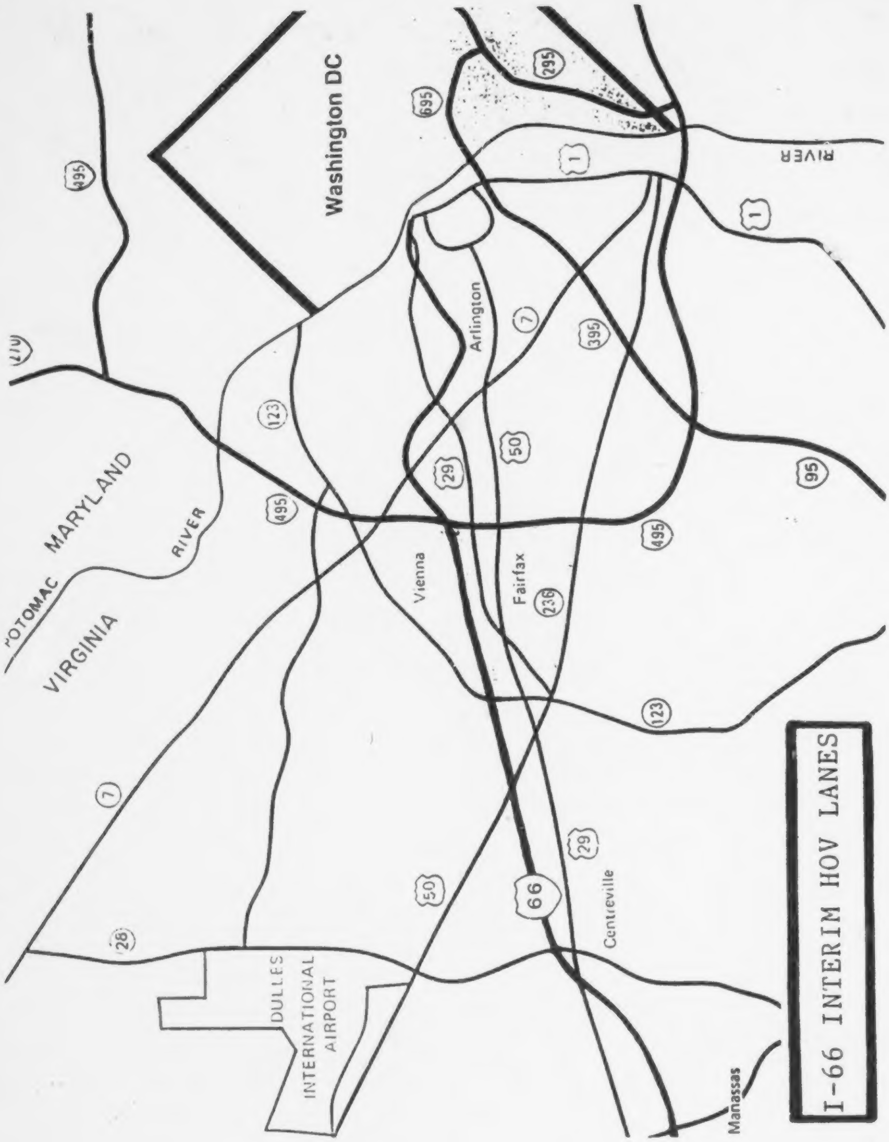
ADDITIONAL (HOV) I-66 LANES WILL NOT ONLY RELIEVE CONGESTION AND INCREASING MOBILITY, BUT WILL SERVE AS AN EFFECTIVE COMPONENT OF OUR AIR QUALITY PLANNING. BY INCREASING I-66 HOV CAPACITY AT PEAK HOURS, THE NUMBER OF VEHICLES IDLING OR AT A STANDSTILL, WHICH IS THE NORM ALONG THE I-66 CORRIDOR, WILL DECREASE. THE INCREASED TRAFFIC FLOW CREATED BY ADDITIONAL HOV LANES WILL AID IN REDUCING OZONE LEVELS IN FAIRFAX COUNTY DURING PEAK HOURS.

THE COUNTY IS COMMITTED TO A TRANSPORTATION PLAN WHICH WILL HELP THE AREA AND THE NATION ACHIEVE ITS ENVIRONMENTAL GOALS.

METRO RAIL

IN CLOSING, I WOULD LIKE TO SAY A FEW WORDS ABOUT METRO RAIL IN NORTHERN VIRGINIA AND ESPECIALLY WITH REGARDS TO THE ORANGE LINE WHICH, AS YOU KNOW, IT IS IN THE I-66 MEDIAN, TERMINATING 3.7 MILES OUTSIDE THE BELTWAY. THE METRO RAIL ORANGE LINE PLAYS AN IMPORTANT ROLE IN RELIEVING CONGESTION ALONG THE I-66 CORRIDOR EAST OF VIENNA, VIRGINIA. HOWEVER, BECAUSE METRO RAIL DOES NOT EXTEND WEST OF VIENNA, THE NEED FOR INCREASED CAPACITY IN THE FORM OF HOV LANES IS PARAMOUNT. IN ADDITION, THE COUNTY FULLY SUPPORTS METRO'S FUNDING REQUEST PER METRO'S TESTIMONY OF MARCH 20, 1990. SPECIFICALLY, OF THE REMAINING 13.5 MILES OF THE 103 MILE ADOPTED REGIONAL SYSTEM, THE YELLOW LINE FROM VAN DORN TO FRANCONIA/SPRINGFIELD REMAINS TO BE COMPLETED CONTINGENT UPON ENACTMENT OF THE PENDING METRO REAUTHORIZING LEGISLATION.

THE COUNTY GREATLY APPRECIATES YOUR PAST SUPPORT FOR THE I-66 (HOV) PROJECT AND FOR METRO. I WOULD BE PLEASED TO ANSWER ANY QUESTIONS THE COMMITTEE MAY HAVE.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Fairfax
Centreville
Manassas
DULLES INTERNATIONAL AIRPORT

I-66 INTERIM HOV LANES

WEDNESDAY, APRIL 25, 1990.

COAST GUARD, MERCHANT MARINE AND FISHERIES COMMITTEE

WITNESSES

HONORABLE ROBERT W. DAVIS, U.S. REPRESENTATIVE FROM THE STATE OF MICHIGAN

HONORABLE W.J. TAUZIN, U.S. REPRESENTATIVE FROM THE STATE OF LOUISIANA

Mr. LEHMAN. Mr. Durbin, would you like to introduce the next group? I am sorry. I think Mr. Tauzin is next. I jumped around a little bit.

Mr. DURBIN. I could introduce them, though. [Laughter]

Mr. TAUZIN. Mr. Chairman, thank you. I am accompanied, of course, today by Mr. Bob Davis, the Ranking Minority Member of the Coast Guard Subcommittee on Merchant Marine and Fisheries. We are here today to talk to you about the Coast Guard budget.

Let me first commend this subcommittee and its Chairman, Mr. Lehman, for the excellent results obtained last year and the compromises that were finally agreed to on the Coast Guard budget. That, together with the help received from DOD, has at least begun to do something about the shortfalls that the Coast Guard experiences in its capacity to perform its missions.

Those shortfalls are still there, however. The Coast Guard yesterday reported to us in our budget hearing that we are likely to see at least a 16 vessel shortfall in patrol boat availability. There are shortfalls in the buoy tenders and we had one sink in the Great Lakes recently that Bob Davis may want to talk about, because of its ancient age and condition. And we are going to see more problems like that if we do not address those shortfalls.

Let me first commend the Administration on the one hand for recommending a fairly decent budget, $3.4 billion, which is although a nearly 6 percent increase over 1990, is really a standstill operations budget. But let me make two points. First of all, you are back in the same bind. The Administration is putting pressure between transportation needs and Coast Guard funding again, as it always does. It makes it difficult for us to find the necessary funds for the Coast Guard.

Secondly, the request for $19.5 million for acquisition and construction is $26 million less than last year, at a time when acquisition and construction is a critical need of the Coast Guard. They are operating vessels for 30 years that were designed to last 20. And they are patching them and trying to retrofit them and keep them going. They even have some on the West Coast that are technically already mothballed that are still operating. So we have some real problems.

But I wanted to address a much more critical need, Mr. Lehman, that I think all of us can associate with. We are in conference this afternoon on the Oil Spill Liability Bill. We just went through an horrendous exercise on the House floor, and the Senate did, as well, to try to craft a good liability bill. Part of the package included a new 5 cent per barrel tax, which is now in effect. We are collecting the money. We started collecting it in January.

Like the social security fund, however, that tax is being collected and not a dime of it is being appropriated either in the President's budget, nor in the budget that is before the House today for the purposes of the Act. Now the Act will impose new missions on the Coast Guard. Let me make it clear. Not old missions—new missions.

The Coast Guard is going to have to see to it we have new vessel traffic systems to ensure safe transit of oil. It will have to see to it that new skimmers are provided; strike teams are out there; that pre-positioned equipment is available; and necessary emergency response money is appropriated and available on an instant notice the moment another tanker grounds on somebody else's coast. And not a dime is being provided through 1991 out of the taxes we are collecting. Instead, all of it is being marked against the deficit. Just like social security. We are taking the American public for one purpose, and we are using the money for another purpose.

Now I do not want to overblow this, Mr. Chairman, but I do not want to under-exaggerate it, either. The simple truth is, the next time a tanker grounds—at Huntington Beach or in California, on the west coast, east coast, anywhere, in the Great Lakes. Any time we get a tanker grounded and there is an oil spill, the Coast Guard is as unprepared to deal with it today as we were with the Exxon Valdez. Totally unprepared.

There was no strike team, not one skimmer, not one pre-positioned piece of equipment. There is no planning, no R&D for new technology. We are still operating with archaic technology. And no money available for us to respond in an instant when that spill occurs. In short, Mr. Chairman, we are collecting taxes from the American public, spending them on other purposes instead of the purposes the oil spill fund was designed to accomplish.

I wrote a letter to Chairman Panetta, and I will share it with the committee. I will leave it with you—urging them to look at the real numbers involved here. And the real numbers are these. I will run them through quickly for you.

[The information follows:]

Congress of the United States
House of Representatives
Washington, DC 20515

April 18, 1990

The Honorable Leon E. Panetta
Chairman, Committee on the Budget
U.S. House of Representatives
A214 HOB Annex I
Washington, D.C. 20515

Dear Mr. Chairman:

We request that the Budget Committee add $105 million above the CBO baseline in FY91 for the Coast Guard and other federal agencies in budget function 300 to implement the oil spill bill that Congress will enact this year.

As you know, the staffs for House and Senate conferees on H.R. 1465 and S. 686 have made significant progress in resolving differences between the two bills, and we are confident that this landmark legislation will be enacted this year. Furthermore, last year's reconciliation bill modified the Oil Pollution Liability Trust Fund to raise the tax on oil from 1.3 cents to 5 cents per barrel to pay for the oil spill bill's implementation.

We are concerned that the oil spill reforms will be a "paper tiger" if Congress does not ensure adequate funding to carry out its provisions in 1991. We know that you share our view that all the work on this bill should not be wasted, and we appreciate your statement of support on the House floor during debate on this important bill.

President Bush's fiscal 1991 budget request contains no funds to implement the oil spill bill. This means that his budget could require the Coast Guard, in particular, to cut other important missions -- like boating safety, drug interdiction, and marine safety -- in order to implement the provision of the new oil spill legislation. Meanwhile, the monies in the Oil Pollution Liability Trust Fund are just being used to offset the deficit.

While firm cost figures from the Administration are not available, we understand that the Coast Guard and Navigation Subcommittee, having conducted oversight on this matter, estimates the following costs to implement the bill in fiscal 1991. These are not expenditure levels to be achieved after a few years of gradual spending increases, but rather the amounts that will be needed in fiscal year 1991.

The estimated costs are:

- $35 million -- to assemble strike teams in each Coast Guard district.
- $7 million -- for contingency planning nationwide by all federal agencies (not just Coast Guard); review and approval of private sector contingency plans; drills and testing of private sector response capability.
- $25 million -- for research and development authorized by the bill.
- $4 million -- tanker navigation safety study and vessel traffic service system review.
- $4 million -- administration of the fund.

In addition to the costs outlined above, there should be a sufficient amount of funds available from the fund to pay for immediate response action. At the very least, that amount should be $30 million, the amount authorized and appropriated under the Federal Water Pollution Control Act. Since neither the CBO baseline nor the Administration request includes any funds to implement the oil spill bill, the necessary add to function 300 would be $105 million.

Of course, there are other important environmental programs in function 300, and we trust that the Budget Committee would not cut those programs to pay for the oil spill bill.

Sincerely,

Mr. TAUZIN. The numbers are that $35 million is needed immediately to assemble strike teams on each Coast Guard district. Seven million is needed for nationwide contingency planning mandated in the Act we passed. Twenty-five million is necessary if we are going to do any R&D on how to deal with a spill when it occurs. Four million is needed for tanker navigation safety studies and vessel traffic systems reviews. And $4 million is needed to administer the fund we are collecting.

None of that is provided either in the Administration budget or in the House budget. I call it to your attention because it is a major confrontation that we are going to face somewhere this year or next somewhere down the line if we do not provide some funding for the Coast Guard to be prepared to conduct its new mission. The Coast Guard is forbidden by law to take money out of its search and rescue missions, its fisherman's enforcement missions, its navigation mission, or its drug enforcement missions to accomplish these purposes. And yet we have not provided a dime for it.

I ask you please to consider these thoughts as we are asking Mr. Panetta and the Administration to rethink their logic on this thing, because I think it is time we be straight and honest about taxing the American public and spending the money on something else. The money is raised for this trust fund and then not being spent. We will make an effort in the Conference Committee to take the trust fund off budget. Maybe that is the only way we can ensure that those monies are spent for the purposes intended.

Thank you, Mr. Chairman.

Mr. LEHMAN. Mr. Davis.

Mr. DAVIS. Thank you, Mr. Chairman. I will submit my full statement for the record.

Just let me comment on a couple of things. It is true that this budget does have a 6 percent increase in it, but as Chairman Tauzin has said, that still does not give us the necessary funds to do the things that should be done. The environmental compliance account, of course, will have $15 million in it, hopefully. The program is going to cost $100 million to do all the necessary cleanup. So it is really just a start.

One other quick point that I do want to make is that the Boat Safety Account should have $70 million in it for FY 1991. The Administration only put $60 million in. This extra $10 million does not go to reduce the deficit. What happens to the money if we do not spend it in the Boat Safety Account, it reverts to the Sportfish Restoration Account. So we would ask that you would give us assistance in bringing that $60 million up to $70 million again. It is not asking for any more money. The money is there. They just let it fall back into the Sportfish Restoration program.

And believe me, that Boat Safety Account is very important. Half of it, as you know, is used by the states, the other half by the Coast Guard. We recently had a major project in my state where we could not have gone ahead with the project if we did not have the money from the Boat Safety Account. So we would ask respectfully that you assist us in getting that money up to the $70 million.

I just want to comment about what Billy said about the Administration's recommendation, which is apparently going to be followed closely by the recommendation from the Budget Committee, and which we do not concur in. That is not to be able to use the oil spill funds for the purpose that we intended. I think it would be a horrendous mistake if, in fact, we continue to collect that 5 cent per barrel fee, and then do not have the money available to do the things that are necessary. I think the American people would be extremely upset about it.

So, Chairman and Members of the Committee, both Congressman Tauzin and I agree that we ought to try to put that money off budget, and we will try to do that.

[The prepared statement of Mr. Davis follows:]

STATEMENT BY THE HONORABLE ROBERT W. DAVIS (R.-MICH.) BEFORE THE SUBCOMMITTEE ON TRANSPORTATION APPROPRIATIONS ON THE COAST GUARD BUDGET: APRIL 25, 1990.

Thank you, Mr. Chairman. This year has been an extremely eventful one for the Coast Guard and consequently it feels like we were just here yesterday testifying before you. Since we were last here, the Coast Guard has dealt with the devastation of Hurricane Hugo, the EXXON VALDEZ oil spill, the San Francisco earthquake, and multiple drug interdiction and small oil spill crises. And throughout all of this, the Coast Guard continued to perform its traditional missions with minimal disruption, as we have come to expect of them.

The proof of the value of the Coast Guard is apparent in the President's request for FY 1991. The overall 6 percent increase ranks the Coast Guard among the few agencies avoiding a decrease in their budget request. While this may appear to be a generous budget during this period of cutbacks, in reality it only provides sufficient funds for the Coast Guard to continue to operate at the same level as last year. As Chairman Tauzin has explained, the Committee on Merchant Marine and Fisheries has reported a supplemental authorization bill for the Coast Guard. This bill will bring the level of the Operating Expenses Account up to that of the Administration's request.

I am pleased to see the inception of the Coast Guard's Environmental Compliance Account and the bill which we reported includes an authorization of $15 million for this account. This is an important step in identifying the extent of the cleanup problem that faces the Coast Guard at some of its sites, with an anticipated cost of nearly $100 million. It will also make certain that the funds dedicated to cleanup cannot be depleted for other purposes.

The level of Reserve Strength requested for Fiscal Year 1991 is far below that recommended in a study prepared by the Department of Transportation to determine a ten-year plan for the Coast Guard to reach 95 percent of its wartime mobilization. The level requested for FY 1991 is 2,800 people short of the 15,500 recommended in that study and the Coast Guard is once again in a downward spiral where it cannot recruit and train enough new recruits in a single year. The Coast Guard would have been unable to cope with the large disasters it was tasked with over the past year without the support of its Reserve forces, and its dependence on this resource is expected to become even greater in the future.

I am disappointed that the request for expenditures from the Boat Safety Account is not for a total of $70 million, the level set for FY 1991 when we reauthorized the Wallop-Breaux Trust Fund in 1988. Failure to transfer the full $70 million from the Boat Safety Account for use by the states and the Coast Guard does not help to reduce the Federal budget deficit. The unexpended funds are merely rolled back into the Sport Fish Restoration Account and dedicated to other projects. This is a proven program that benefits every state that participates.

As you prepare the legislation this year to make appropriations for the Department of Transportation, you will find it is unnecessary to include a proviso or limitation on the use of funds regarding yacht documentation. In Section 104(e)(2)(A) of P.L. 100-710, we provided for collection of user fees on documentation for all vessels, including yachts. The Coast Guard is aware of this and has agreed that it is not needed. Therefore, this annual provision is no longer necessary.

Mr. Chairman, as you face the dilemma of funding the other vital transportation agencies under your jurisdiction, I hope you will bear in mind the cost-effective job the Coast Guard has performed over the years. The organization has assumed every new mission with which we have tasked it, but we cannot expect it to perform miracles if we take away its flexibility and strangle it with reduced funding.

Thank you, Mr. Chairman.

# # # # # #

RWD:ssm

Mr. **Lehman**. Thank you very much for your testimony. I just wanted to let you know that with the trust fund resources, as well as with other resources, we will try to work together with you. As you mentioned, the authorizing language is still in conference on the trust fund. And the revenue part of the trust fund is intact, and that has been done. But we need the authorizing language consummated in order to be able to have some direction and authority to appropriate money as you may need it.

Mr. **Tauzin**. If I can respond quickly, Mr. Chairman. There is current authority on the books for many of the things that must be done under the new Act. The Administration could, if it wanted to, right now begin implementing it with some of those funds. We have requested them do that, and we would request of course your help in maybe urging them to do that.

Mr. **Lehman**. Within the authority we have, we certainly want to work with you. Mr. Durbin.

Mr. **Durbin**. Thank you, Mr. Chairman. I could not add up as quickly as you were saying it how much more money you want. Have you got a total on what you are looking for?

Mr. **Tauzin**. Yes. I sure do. In the letter to Mr. Panetta, the total, when you include the $30 million that is necessary for the immediate response action—that is an estimate on what you have to have available appropriated in case you get a spill right now. That total with the others, the strike teams, contingency planning and the R&D requirements add up to $105 million.

Mr. **Durbin**. Now that is $105 million over what figure? Over the President's request?

Mr. **Tauzin**. No. That is new coming out of the trust fund. Trust fund appropriations outside the President's request and ordinary spending for the Coast Guard. This is new mission to come out of the trust fund.

Mr. **Durbin**. But it clearly would be money this subcommittee would have to appropriate.

Mr. **Tauzin**. Yes.

Mr. **Durbin**. At this moment.

Mr. **Tauzin**. Oh, yes.

Mr. **Durbin**. So you are asking for $105 million. I am asking you what is that over? What figure are you using as your baseline to start with?

Mr. **Tauzin**. The President's budget request is $3.4 billion. The $105 million is an estimate of what should come out of this trust fund. Newly collected taxes are to come out of it to cover this special mission of the Coast Guard.

Mr. **Durbin**. So you are asking for $105 million over the $3.4 billion. The budget resolution makes a recommendation in its initiative of an increase in budget authority of $22 million, which I am sure is not as much as you want, based on that statement. Are you going to support that effort though to increase the Coast Guard figure over the President's request?

Mr. **Tauzin**. Any time we can do it, we will try. Let me point out the President's request, while generous, is $26 million short of last year's budget for acquisition and construction. So while you are grateful for whatever you get, any time we can support restoring those monies, we of course have to try.

Mr. **Durbin**. And that budget resolution that is in the House Budget Resolution will be I think the first chance to do that. Let me just mention to you—and I do not profess to be an expert, although I have asked the Coast Guard from time to time to explain certain projects. The Inspector General of the U.S. Department of Transportation comes in and tells us that he is genuinely concerned about some of the procurement practices of the Coast Guard, particularly when it comes to the larger items that they are procuring.

And we have from time to time asked questions of the Coast Guard to justify some of their projects, their overhauls, motor lifeboats and other things where there have been questions raised. It is not within our jurisdiction to dig into this as easily as it would be in your own subcommittee. And I wonder, do you have plans to check on how the Coast Guard is spending this money——

Mr. **Tauzin**. We have.

Mr. **Durbin** [continuing]. Particularly on procurement?

Mr. **Tauzin**. Yes, we have. In fact, we have worked with your committee in making sure that, for example in the motor lifeboat, that not only was the Inspector General involved with it, they are going to run some tests I think by August before you have to finally appropriate to make sure in fact that acquisition is according to Hoyle. And I understand right now that it is right on track and that there has been some major revisions of thought on that in terms of alleviating any concerns on that project.

The other one that was a major concern was the FRAM program, which was a major overhaul renovation. And its biggest problems was frankly in the fact that, while there was one contract for redesign of those ships—for renovating them—when they started to do the ships, they found out all the ships had been built differently over the years, because they had been acquired one at a time at different times of acquisition. And so no renovation contract could fit all the ships. You had to have change orders, much like military budgets have had change orders in the past.

Those have been, I think, well examined by our committee and your own, and that FRAM program is now, I think, on line and operating correctly. Yes. There have been problems in the past. And when I assumed chairmanship last year, we began working on them. And I know your staff and your committee has done the same thing. We think it is on track now.

Mr. **Durbin**. Some have recommended that the Coast Guard charge a user's fee.

Mr. **Tauzin**. Yes.

Mr. **Durbin**. Towing of yachts in distress and the like should not be borne by taxpayers, but rather by the folks who can afford to buy a yacht. What is your position on that?

Mr. **Tauzin**. Well, the current law is that boat owners and operators pay taxes on the fuel they purchase, just like highway users. So they are already paying for services they obtain. I asked the Coast Guard Commandant yesterday what new services would they get from a new $200 million user fee, and his answer was no new services—none at all.

The current law, by the way, provides that if a commercial tower is available, the Coast Guard is not authorized to tow your vessel, that you have got to use the commercial tower and the Coast Guard sends them out there to tow you. The only time the Coast Guard does the towing is in a case where there is no commercial tower available and you are out there stranded as it should go out and rescue you—save you. And as a matter of fact, as a boat owner or boat operator, you are paying a tax for that service right now in the motor fuel, just as a highway user pays a tax.

Mr. **DURBIN**. You would think that would be the extent of it then——

Mr. **TAUZIN**. I think it is.

Mr. **DURBIN**. Once having paid the tax on the fuel that towing your yacht in is the government's responsibility.

Mr. **TAUZIN**. It is part of the service when there is no commercial tower. That is a rescue, just as much as a rescue unit or police officer might provide special aid to you on the highway when you are stranded or in trouble because of an accident or something. It is the same kind of emergency service that you pay for, hopefully, in the user taxes on the highway already.

My point is that if you are going to provide no additional services—none whatsoever is the Coast Guard's testimony—for a $200 million tax and all you have got is a tax going to the general fund. You have got no services that you can attribute for that tax and it is not a fee any more. It is a tax. And we have opposed it on that basis. Let me say again, boat owners of America, like auto users and truck operators on the highway are all paying into a fund right now based upon their use of fuel. And they are entitled to emergency help, just as much as a highway user is entitled to emergency help.

Mr. **DURBIN**. But the state police does not tow my car in when it is stranded out on the interstate.

Mr. **TAUZIN**. If your car is stranded and blocking traffic, they most certainly will move it. And if you are in——

Mr. **DURBIN**. At my expense.

Mr. **TAUZIN**. Well, and let me say it again. If a commercial tower is available, the highway department will get a commercial tower to tow your car out. If you are out in the ocean and you are sinking, it is a little different situation than being parked on the side of the road. And if it is necessary to pull your boat out to save your life, then the Coast Guard is authorized to do that. You are paying taxes for that purpose. You do not maintain the ocean like you maintain roads.

Mr. **DURBIN**. I think I am paying——

Mr. **TAUZIN**. Just maintain emergencies.

Mr. **DURBIN**. I am paying taxes for the state police to patrol the highways and to make sure that they are safe and to make sure the drivers do the right thing.

Mr. **TAUZIN**. You are paying more than that.

Mr. **DURBIN**. And I would also say that the people who use boats pay taxes to the Coast Guard to do an awful lot of things to make sure that life is safe and predictable when you are out on your boat. The question is whether there reaches a point beyond which I have got to be ready to pony up and pay for some additional service. And if the Federal Government is providing a towing service for yachts, that is a little hard for me to handle back in my part of the world as being an ordinary expense of owning a boat.

Mr. DAVIS. It is only—if I might just say, it is only if you are in jeopardy.

Mr. TAUZIN. That is right.

Mr. DAVIS. They are not just going to come and get you if your boat breaks down and you are not in jeopardy. If there is a possibility that you are going to sink or something like that, that is when the Coast Guard comes to assist. But they do not just come out and pick you up because your boat broke down or you forgot to buy gas.

Mr. DAVIS. And, Dick, let me make another point. The taxes you pay for the highways do not include just whether or not you are going to have some emergency help. You are paying for the maintenance of the highway. You are paying for a lot of things there. Boat owners of America who are paying those taxes expect one thing out of it. They expect to have aids to navigation out there, and they expect to have emergency help in case they need it. That is all it is. There are commercial towers available. You have got to us them.

Number one, even in an emergency, you send out commercial towers. And secondly, if it is not an emergency, you are expected to pay a commercial tower to take your boat or your yacht in, if you happen to own a yacht. Most of the boating public that would be affected by this user fee do not own yachts. They own little boats. You know, 12–14 foot boats like I suspect most of your constituents own. So we are not talking about yacht owners. We are talking about the great majority of Americans who would pay this tax and would get no new services for it and feel, very justifiably, that they are already paying a tax for whatever services they get from the Coast Guard.

I might just add that the motor fuel tax has never totally been allocated for the purpose for which it was intended. In other words, the boaters who are paying the gas tax—the money is supposed to go back to the states to be used for various purposes, and that total amount of money has never gone back. We have been getting it up there, but it still has not gotten to the point where they are getting their full amount.

Mr. DURBIN. Thank you very much. Thanks, Mr. Chairman.

Mr. LEHMAN. Just to sort of sum this up, I assume now your position is that the fuel taxes that are paid by boaters fully cover the aids to navigation as well as search and rescue?

Mr. TAUZIN. Well, no, of course not. The aids to navigation is also a commercial aid to commercial businesses. The aids to navigations covers not only recreational purposes, Mr. Chairman, but as you know, it is critical to such things as safe transit of oil, safe transit of chemicals on the waterways, and all the other things that barges and tugboats push around on being on the waterways. So it is also a part of the commercial tax base that those industries pay to this government that funds these aids to navigation.

Mr. LEHMAN. Thank you for your testimony.

Mr. TAUZIN. Thank you, sir.

Mr. LEHMAN. We will try to work together. Mr. Durbin, would you like to introduce the next group?

Wednesday, April 25, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, FEDERAL HIGHWAY ADMINISTRATION, CHICAGO, IL, CENTRAL AREA CIRCULATOR SYSTEM AND INTERSTATE TRANSFER FUNDS

WITNESSES

DAVE MOSENA, COMMISSIONER OF PLANNING, CITY OF CHICAGO

DAVID WILLIAMS, COMMISSIONER OF PUBLIC WORKS, CITY OF CHICAGO

ROBERT WISLOW, CHAIRMAN OF U.S. EQUITIES; COCHAIRMAN OF CHICAGO DEVELOPMENT COUNCIL

Mr. Durbin. Mr. Chairman, I would like to introduce Commissioner Dave Mosena, who is with the City of Chicago Department of Planning, who is going to give us an outline of some of the priorities of the city. And Steve Schlickman. I do not know who else is going to be going after him. But Mr. Mosena, please introduce those who are accompanying you.

Mr. Mosena. Good morning, Chairman Lehman. Congressman Durbin, thank you and Members of the committee. I am David Mosena, the Commissioner of Planning for the City of Chicago, responsible for Chicago's new downtown transit project called the "Central Area Circulator System."

I am here to testify on behalf of our request for $17 million of Section 3 discretionary funds, the new rail start funds. These funds, if appropriated, will be matched in equal amounts by local and state dollars. These monies, $52 million total, will pay for the engineering and design of the preferred alternative system that is currently being chosen for downtown Chicago.

Mr. Chairman, with me this morning is David Williams on my right, Chicago's Commissioner of Public Works, who will testify in a minute on another matter this morning, the interstate transfer funds. Also with me this morning is Robert Wislow on my left, who is Chairman of U.S. Equities, an important Chicago development, firm, and Co-Chairman of Chicago Development Council, an organization of real estate developers and owners who control over 55 percent of the office space in downtown Chicago.

Mr. Wislow's presence today illustrates the commitment that Chicago's business community has to not only seeing that the project gets completed, but also that the financing of the package gets completed, as well. The business community has been instrumental in building a broad base of support for new transit in Chicago. It has also stepped up to the plate—and this is most important. It has also stepped up to the plate and pledged to pay for a substantial portion of the cost of local one-third match.

Mr. Chairman, there are four major points I would like to stress today. First, the importance of the proposed circulator system; second, the tremendous amount of support behind this project in Chicago; third, the momentum of the current effort that we are engaged in; and finally, the importance of our request for your 1991 budget.

Chicago has enjoyed a $10 billion private investment in its central area in the past 10 years. But the continuation of that development is being threatened by congestion. We can get commuters to the central area, but we cannot move them around once they get there. A typical commuter spends as much time getting across the downtown as he or she does getting in from the suburbs or in from the neighborhoods in the inner city of Chicago. That stifles growth. It causes air pollution. And most importantly, it undermines the vitality and the diversity that we have been building into our central area for the past two decades. That is the bad news.

The good news is that Chicago knows that it must tackle this problem, and it is committed to doing so. The governmental, civic and business leadership are of one mind in Chicago, and that is phenomenal consensus on the need for transit and an equally strong commitment to making sure that it gets built.

As mentioned earlier, the business community not only wants a new system, but it is also willing to help pay for it. The financial plan for the project has each level of government, local, state and Federal paying equally. Such a sharing of costs is rare in a transit project of this magnitude.

The other good news is the success we have had since we last testified before this committee. Progress through the alternatives analysis has been unprecedented. We expect to complete the entire process, including the draft environmental impact statement, within a year's time. We expect to have the preferred alternative chosen by the end of this year. And I want to stress that this has been done without short-cutting either public participation or UMTA involvement. We are meeting with over 20 civic, business and resident groups on an ongoing basis in Chicago.

In great part, Mr. Chairman, we have you to thank for this momentum. It came about in large part from the deadlines built into last summer's legislation. I think you will be impressed with the work that we have done and the degree to which all of the agencies have met the challenge set before us. And I particularly would mention UMTA Administrator, Brian Clymer, and his staff, who have been very helpful in expediting this process.

This stack of documents that I have on my right is an indication of the amount of work that we have completed. Our complete work is documented in our written testimony, and we will leave copies of that for your staff.

Mr. MOSENA. In closing, I would like to stress the importance of the current funding that we are requesting. The $17 million is the one-third Federal share of the $52 million needed to complete the engineering and design of the chosen system. The State of Illinois has already committed $20 million to this phase of the project. The City of Chicago has legislation drafted that will establish a special service taxing district, a funding mechanism that will supply the local monies. This legislation will be introduced in the city council next month, and we expect local dollars to be available also in 1991.

Funding of this phase of the work is critical if we are able to maintain the expedited schedule that we started at the beginning of the project. It also allows the work to be done under a single contracting process. This is important not only to guarantee completion within the requested timeframe, but also to hold down costs.

This is an exciting project, not only Chicago, but I think for the nation. A strong city like Chicago is an asset that benefits the entire economy, not just one region. In addition to our written testimony, Mr. Chairman, we also have testimony in writing introduced into the record from the Metropolitan Planning Council that represents the 120 civic leaders and business leaders that have brought this project forward and supported this project in Chicago. And we also have written testimony from the Chicago Development Council that Mr. Wislow is here to speak to in the questioning session.

[The prepared statements of Mr. Mosena, the Metropolitan Planning Council, and the Chicago Development Council follow:]

April 25, 1990

Written Statement of

David R. Mosena
Commissioner

City of Chicago
Department of Planning

for the

Appropriations Subcommittee on Transportation
and Related Agencies

United States House of Representatives

INTRODUCTION

Good morning, Chairman Lehman and members of the Committee. I am David R. Mosena, Commissioner of Planning for the City of Chicago and responsible for Chicago's new downtown transit project -- The Central Area Circulator Project. I am here today to testify on behalf of the City on our request for $17 million of Section 3 discretionary funds -- the "new rail start funds."

With me today is Robert Wislow, CEO of U.S. Equities and Co-Chairman of the Chicago Development Council, an organization of real-estate developers and owners who control about fifty-five percent of the property in our Central Area. He is here to demonstrate how completely the private sector has been involved in this project from its inception, and how strongly it is connected to it financially.

Both of us want to thank you for this opportunity.

SUMMARY

There are four key points I would like to make today. First, a new transit system is an immediate and serious need for downtown Chicago. Second, there is a strong public-private concensus on the need to build this system including a substantial overmatch of local funds. Third, the amount of work accomplished to date is unprecedented for such a short period of time. And finally, full appropriation of the $17 million is needed to keep this momentum going.

Threats to Development.

- The decade-long development boom that has led to $10 billion invested in the Central Area in the last ten years is being choked by congestion.
- The inability to move people around the downtown will undermine the major investments that the private and public sectors have put into retail, residential development, cultural and educational institutions in the Central Area.
- The threat to future development is also a threat to Chicago's tax base since 80% of Chicago's real estate taxes come from the downtown.

The Public/Private Partnership.

- The business, civic, and residential leadership have been directly involved since the inception of the project. A strong concensus exists that new investments in transit are the solution to Central Area congestion.
- Local business interests have stepped-up to the plate and are committed to paying 1/3 of the costs -- an overmatch that is rare in a project of this magnitude.

Efficient Planning and Design

- The project has a momentum that is unprecedented. The Alternatives Analysis and the Draft Environmental Impact Statement will be completed in less than a year's time.
- The expedited schedule has not short-cut public participation. The project is meeting with over 20 business, civic, and resident groups on a regular basis.

The Importance of FY91 Funding

- The full $17 million is needed in order to maintain the momentum of the project and complete engineering and design as quickly and cost effectively as has been done on the Alternatives Analysis.
- The State of Illinois has already committed $20 million to this next phase, and the City of Chicago will supply its share through a special real-estate tax on nonresidential property in the downtown.

NEED FOR ACTION

The most important ingredient for the continued health and expansion of Chicago's downtown has been and still is transit.

Chicago's long haul transit system, (bus, rapid transit, and rail) is one of the best systems in the nation. Ten rapid transit lines, 12 commuter lines and over 45 bus routes, all serve the Central Area. The system is so convenient that most Central Area bound commuters use transit each day - particularly to the Loop area. Three quarters of those coming to the Loop use public transportation. Over half of the almost 850,000 total daily trips to the expanded downtown are by transit.

The foresight and wisdom of past investments in transportation are phenomenal. Chicago's Central Area has not just weathered post-War II suburbanization, it has flourished. And it will continue to flourish if its transit system keeps up with demand.

As described in more detail in the first attachment to this testimony, Chicago's central business district has experienced unprecedent growth during the past twenty years due to these earlier investments.

- In the last decade more than $10 billion dollars has been invested in nearly 50 million square feet of development. That period saw a 43% increase in office space alone in Chicago's central business district.

- Downtown office vacancy rates have remained consistently below the national average. Currently it is at 12.1% as compared to a national average of 16.7%.

- The residential housing stock in the downtown grew 36% during the 1980's with an expected population of 100,000 in the 1990 census.

- Currently there are more than 21,000 hotel rooms available in the Central Area, with over 2,000 more in the construction stage. Occupancy rates are at an enviable 65%.

- Chicago's downtown has the largest concentration of retail space in the nation, and it continues to add more in major projects on both North Michigan Avenue and State Street.

Many additional figures could be presented: the growth of Chicago's tourist industry, the investments made in its major museums and their expected increases in visitors, and the major expansion plans of its downtown colleges and universities.

All these figures tell the same story. Chicago's Central Area is diverse, healthy and growing. It is a major asset for the nation in its role in the world economy. This success is due directly to the foresight of earlier transportation investments that have encouraged such a compact, vital core city. A serious weak link has, however, developed in the transportation interconnections within the dramatically expanded downtown business district. Continued Central Area development is threatened by the inability of the current transit circulation system to adequately move people within an increasingly congested area.

Chicago's mass transit system, however, was designed and built when the Central Area was still one mile square. The Central Area is now two miles wide and four miles long. There have been no major transit improvements within the Central Area in the past thirty years that match, or attempt to keep pace with, the dynamic growth of the city.

In fact, the Central Area growth has overtaken the downtown circulation system. Travel times on the second or downtown leg of a commuter's trip may be as long as the first. The major commuter rail stations are in some cases more than two miles from the individual's final destination. The downtown rapid transit stations are similarly remote from the far reaches of the new Central Area boundary. Currently during rush hour it takes 29 minutes from the Union Station located in the West Loop to Hancock Tower on North Michigan Avenue. As a means of comparison, it typically takes the same time to get from Hinsdale in the far western suburbs to Union Station. Express buses best travel time is 10 miles per hour, but during the normal rush hour bus averages drop to 3.5 miles per hour.

A similar story can be told for the non-rush hour trips. Almost 90% of the over one million non-commuter daily trips made within the downtown area are made by walking, but only a quarter of those trips on foot are over one-half mile. With the larger land area in the downtown, Chicago needs a system that can effectively move people to meetings, to lunch, to shopping, to visits at its world renowned museums, theaters, and special events. All of these trips are critical if the downtown is to increase its vitality and diversity. Continue downtown development, critical to the City's economy and tax base, depends on a versatility of social, cultural as well as commercial interaction. This will not occur unless people within the Central Area can easily circulate to every corner of its expanding boundaries.

Finally, there are all the other well documented problems that come from congestion. Growing traffic in the Central Area means slower speeds & increased air pollution. This affects everyone from the Corporate President deciding where to relocate his company, to the retailer looking for a pleasant environment for their business, to the employee or pedestrian who must triverse the City amid rush hour fumes. Chicago's economic growth will choke on increasing congestion and with it the City's tax base..

THE CONSENSUS ON A SOLUTION

There is a local concensus that a new central area circulator/distributor system is needed to:

1) Provide sufficient capacity for future growth

2) Provide mobility within the geographically expanding Central Area

3) Increase average speeds and improve reliability in view of increased congestion

4) Improve ambient quality of the City's street environment.

The planning for this circulator system is being built on a series of previous studies and plans that have led to an extraordinary level of agreement among the political, civic, and business leadership of Chicago.

These studies include the Department of Public Work's Downtown Distributor Study (1986), the Regional Transportation Authority's Strategic Plan (1988), and the Metropolitan Planning Council's study, A Light-Rail Transit System for Chicago's Central Area (1989). The last study alone succeeded in coalescing agreement among some one hundred and fifty representatives of business, government, civic organizations and neighborhood groups. The same strong support exists among the region's transportation agencies. The Regional Transportation Authority has submitted testimony indicating its unqualified belief that this project is of highest priority in their transit development plans.

This broad base of support is continuing today. We are engaged in the federally required Alternatives Analysis process to determine how to best solve the downtown distribution problem. During this process, we have been regularly meeting with over 20 different business, civic, and residential groups. These groups have provided important feedback on the acceptability of various alternatives. At the same time, they themselves have grown in their understanding of transportation engineering requirements and limitations. Consequently, current concensus is even better founded than before.

The various important benefits of an efficient Central Area transit system are well recognized by everyone. Such a transit system can improve the environmental quality while helping to meet the needs of both the driver and the pedestrian. New bus and rail systems have been installed in other cities. Their attractive design, ease of use, and availability have contributed positively to those cities image and the quality of life.

A new transit system will relieve traffic congestion and also assist in better management of existing traffic. By improving the central area transit system we would even further encourage the use of our expansive mass transit and commuter system.

Chicago intends to build its new circulator system as an integral part of a total transportation system for the downtown. In order to accomplish this, the City of Chicago is using the Alternatives Analysis process to prepare a comprehensive transportation plan. This plan will provide the necessary framework to implement the preferred alternative systems. This work includes:

- A clear street plan that established which role each will play so that current street capacity is used as efficiently as possible. This work will be particularly important if some of that capacity is dedicated to a new light rail system.

- A street management program that makes sure that the road capacity is not diminished by such problems as unnecessary or illegal parking, weak signalization, or poor turning movements.

- Strong parking policies that create a clear parking system that will encourage those that can most effectively use public transit to do so while at the same time making the downtown user friendly for those who are appropriately using private vehicles.

- Interconnections between not only any new system and the existing systems, but also strengthening as far as possible connections among the existing systems -- including pedestrian systems. This includes such management issues as convenient transfers and fare collection systems.

- Establishing standards and programs that ensure that buildings can be serviced and urban goods delivered effectively by making sure loading facilities are adequately designed to handle these activities.

- An incentive system that encourages new private development to invest in transit connections and other aspects of the system.

The City does not see an improved downtown transit system as a panacea. It will not magically solve all problems. Instead it is a cornerstone to a comprehensive development approach which uses urban transportation planning as the backbone for land-use decisions.

THE FINANCIAL PLAN

The level of local support is most graphically demonstrated by the level of commitment to the financial plan.

The Administration of the City of Chicago, together with the private sector (business, civic, and residential), has pledged since the beginning of this project that local sources would share the cost equally with state and federal sources - 1/3rd local, 1/3rd state and 1/3rd federal funding. The one-third local share is being supplied by private downtown business interests. These monies will be collected by creating a Special Service Area. The boundaries of the district will be drawn to include all those that directly benefit from the proposed transit system, and a small real estate tax will be levied against all nonresidential property within the district. The legislation for this district is drafted and will be introduced to City Council in May.

The overmatch on this project is rare for a transit system of this magnitude. The critical and moving factor for the financial plan is the downtown commercial real estate community's support for the real estate tax to provide the 1/3rd local share. Local support for the financial package is found in the testimony submitted to the subcommittee by the Chicago Development Council, which represents over 55 percent of the office and retail development space in downtown Chicago. Further support is documented by the testimony submitted by the Metropolitan Planning Council, a private, non-profit civic group, under whose auspices the preliminary planning for this transit system was undertaken.

Similar testimony of support is available from the Chicago Central Area Committee, an organization of the CEO's of leading businesses, the Greater State Street Council and the Greater North Michigan Avenue Association, the two lead organizations representing retailers, the Building Owners and Managers Association who represent much of the older commercial building stock in the downtown, and the Chicago Association of Commerce and Industry, the largest of the businessmen associations. All of these organizations have actively participated in the Alternatives Analysis as well as earlier work. They also represent the owners and businesses who will be paying the local share of the new system, and they will be actively supporting the passage to the special tax this next month.

REQUEST FOR FY91

The next phase of the project will be engineering and design, which we expect to begin by the end of 1990. We are requesting $17 million in UMTA "Section 3 discretionary" funds for this work for FY91. This sum represents approximately 1/3 of the total cost for this phase. Currently estimated at $52 million. It is important these monies be in place in FY91 if the project is to maintain its expedited schedule.

The State of Illinois has already committed $20 million of funding for planning, design, and engineering of the system. The City of Chicago will raise its 1/3rd local share from a real estate tax to be created by a Special Service Area ordinance -- expected this May. Local funds will be available starting in the calendar year of 1991.

STATEMENT IN RESPONSE TO YOUR DIRECTIVE

In July, 1989, this Subcommittee in its Committee report directed UMTA to provide the City of Chicago one million dollars to conduct an Alternatives Analysis for the proposed Chicago downtown circulator. The Committee further stated that they expected the local authorities and UMTA to complete the Alternatives Analysis by April 30, 1990.

This mandate has been extremely useful to us in expediting the process. While we have not completed our Alternative Analysis, we have made substantial progress on an accelerated schedule in response to your directive. Your encouragement is assisting us in completing the Alternatives Analysis in an unprecedented time frame.

A complete consulting team was selected and functioning by the end of 1989, and the Urban Mass Transit Administration gave approval to start the Alternatives Analysis January 3, 1990. Since January, the City along with all of the cooperating agencies, in pursuit of meeting your report deadline, has developed one of the most efficient and shortest schedules for an Alternatives Analysis ever completed for a like size project.

Since January key milestone have met as a result of the substantial work that has been completed to date:

- Selection of priority corridors
- Selection of alternative technologies (bus, lightrail, ACT)
- Delineation of alignment options

- Specification of system alternatives (no build, bus, light rail, & bus/light rail combinations)
- Description of the affected environment for the DEIS.

These decisions were accomplished through a series of studies and products that are described in Appendix Two. All of this work has been done with regular review by the Urban Mass Transit Administration. We expect all the work to meet their guidelines.

To complete the Alternatives Analysis, the following documents are also scheduled:

Results Papers	
Environmental Analysis	May 1990
Economic Impact	May 1990
Operating/Capital Costs	June 1990
Financial Analysis	June 1990
Financing & Implementation Program Paper	June 1990
Draft Environmental Impact Statement	
Draft Completed	September 1990

Public Hearing November 1990

Preferred Alternative Report December 1990

We thank you for the opportunity to submit this testimony.

ATTACHMENT ONE

GROWTH OF CHICAGOS CENTRAL AREA

The City of Chicago's Central Business District has experienced unprecedented growth during the past twenty years. In the 1950's, the Central Area was one mile square and was referred to as the "Loop". This same area is now referred to as the "core" of the Central Area which has expanded to two miles wide by four miles long. In the last two decades more than $10 billion dollars has been invested in nearly 60 million square feet of development.

This growth is continuing. Five major projects that are under construction and scheduled for completion in 1990 will contain 3.9 million square feet. These five projects alone exceed the average annual construction rate of 2.6 million square feet that has characterized growth the last decade.

The growth has not been building for building sake or simply new buildings emptying out old. The annual vacancy rate has remained consistently below the national average.

Currently it is at 12.1%, a slight increase in the last quarter, but it compares well to the national average of 16.7%.

The City of Chicago has succeeded in keeping its concentrated central area. The spread of Chicago's downtown is not sprawl. As described below, it comes from both the sheer size of the growth and the healthy diversification of land-uses within the Central Area.

Office Development

The growth rate has been driven predominantly by office growth. It is due in large part to the new and expanded role of Chicago's financial industries in the national and world markets. More than 33.9 million square feet of new office space opened in the Central Area between 1979 and 1988. This amount represents a 43% increase. The 'Loop' or core of the Central Area still represents the largest concentration. However, the office sector has expanded in all directions. The East Loop and Streeterville are growing particularly rapidly. Cityfront Center, for example, projects an addition 12 million square feet of office space during the 1990s. But growth is occurring both in the West Loop and South Loop areas as well.

The expansion of the central business district has allowed for an important mix of Class A, B, and C office space. The expansion into new areas has sound older structures from demolitions. The structures remain conveniently located in all zones of the Central Area. About 20-25% of the growth in office space during the 1980s was renovated reuse. This type of development has allowed for office space with a wide rental range. Office space in the Central Area is currently marketed at $10.00 to $50.00 per square foot. A company wanting to locate its headquarters in a luxury building can also find convenient space for its back office operation in the lower price spaces. The 'Loop' itself still holds an estimated 50% of the Class B and C office stock.

The City is continues to promote this type of diversity. It recently approved the well-publicized Mieglan/Bietler tower which is designed to provide highly individualized and prestigious space for small users. At the other end of the spectrum, it also is working with three developers in the South Loop area that are marketing buildings with extremely large floor plans for housing "back-office" or large, computerized operations. It is this variety of space which will allow for the continued expansion of current firms and the development of new firms within Chicago's downtown.

Residential Development

It has been a long-held policy of the City of Chicago to encourage residential growth in its downtown. It has viewed this residential community as the glue that binds together the office, retail, hotel and entertainment uses.

The fruit of that planning is now being realized. Our Central Area population is expected to grow from 74,000 in 1980 to 100,000 by completion of the 1990 census. We expect another 20 percent increase by the year 2010. The downtown residential housing stock grew 36 percent during the 1980's. By contrast, residential stock in the 1970s grew by only 2.5 percent.

Substantial growth has occurred in the established neighborhoods of Streeterville and Near North. But more important, the city has seen the emergence of new neighborhoods with sufficient mass for long-term growth. These include the River North, the West Loop and the South Loop neighborhoods. The Housing stock ranges from office and manufacturing space converted into loft units, rental apartments, condominiums and townhomes. We expect these new communities to continue to grow through the 1990s. Major additions of residential units in City Front Center and in Illinois Center are now under construction.

Here again, the city is seeing a diversification of building types. Downtown residential units of the past were small, catering to young professionals who would move to other neighborhoods of the suburbs when they started their families. New construction has tended to be larger units - 2, 3, and 4 bedrooms in response to the market demand for long-term residency in the downtown.

Hotel Development

The hotel market has grown along with growth of the downtown, but it also has responded to Chicago convention business. New hotels, many from internationally recognized firms, have chosen the strong market in Chicago for new developments. In addition, major renovations of older, well known facilities have occurred. The $150M renovation of Hilton Towers Hotel on South Michigan Avenue is an example. Currently there are more than 21,000 hotel rooms available in the Central Area, with over 2,000 in the planning stage. Occupancy rates are at an enviable 65 percent range.

Much of this new construction and renovation is in response to the $312M expansion of the McCormick Convention Center in 1986. There is presently plans for another $500 million dollar expansion of facilities, plus a possible new multi-purpose domed stadium. This project will spur yet another growth in the hotel industry.

Retail Space

Chicago's Central Area has the largest concentration of retail space in the nation. Retail space is growing throughout the Central Area: Bloomingdales and Atrium Center on North Michigan Avenue, North Pier Terminal in Streeterville, the new shopping mall at the Merchandise Mart in River North, and the addition of 450,000 square feet of retail space on State Street.

The success of the two major regional shopping areas, State Street and North Michigan Avenue, was recently documented with the City's pedestrian counts. State Street still maintains the highest total numbers of people during the week. North Michigan Avenue showing the highest peak periods - 33,000 persons on Saturdays and Sundays.

The City expects to keep its major regional retail focused in these two corridors. But with the expanding populations of both residents and office workers, it also expects the continued growth of secondary retail markets. These markets will serve both residents, such as shops to serve the growing South Loop neighborhoods, and specialized shopping areas, such as the gallery district in the River North area.

Many additional figures could be presented on Chicago's Central Area: the growth in its tourist industry, the amount of investments that have been put into such major institutions as the Art Institute, the Shedd Aquarium and the Field Museum and their expected increases in visitors, the major expansion plans of its downtown colleges and universities such as the Kent School of Law, DePaul University, and Columbia College. All of them would reinforce the story already presented. Chicago's Central Area is diverse, healthy, and growing.

It is because of its success that the proposed additions to Chicago's central area transit system are so important. It is important to the residents of Chicago, but more important it is an economic system that important to the nation.

ATTACHMENT TWO

WORK TO DATE

Scoping Document and Public Hearing January 1990

This outlined the proposed scope of work, environmental issues and public involvement mechanisms.

Corridor Evaluation Work Paper February 1990

Identification of corridors which represent areas of concentrated trip making and prioritizing of these corridors based on landuse ridership estimates. Our priority corridors represent the highest demand, assuring maximum passenger revenue. These corridors will absorb many of the fixed costs, fleet of vehicles, maintenance facilities and startup costs, and they serve the highest density and assessed property value to provide a strong tax base for the system.

Discussion Papers February/March

Information on potential bus & rail alignments to be utilized in each of these corridors and series of criteria that are used to analyze each alignment.

Environmental Impact Statement Methodology April 1990

This report outlines the approaches and procedures that will be used to estimate the impact on the human and natural environments of the various alternatives, in accordance with UMTA guidelines.

Alternative Plan Evaluation Methodology April 1990

This report presents approaches and measures which will be used to determine the effectiveness, cost effectiveness, financial feasibility, equity, and trade offs of the various alternatives.

Ridership Modeling Methodology April 1990

This report indicates travel demand forecasting procedures used in this study and the assumptions underlying those procedures.

Draft Environmental Impact Statement April 1990

We have completed a draft of Chapter 1-3 of this document. This report summarizes the need for action, the alternatives that have been considered, costs, environmental impacts and consequences, transportation impacts, financial analysis, and the evaluation of alternatives. Final document to be submitted to Urban Mass Transportation Administration in early August 1990.

Definition of Alternatives Report March 1990

This report represents primarily bus and rail alternatives for the priority corridors. Tables for each alternative system indicate speed, travel time and station location, train routing schedule, frequency of service, etc.

The completion of this report recommended the further analysis of six system alternatives the least of which is leave the existing system in place and alternative a full build light rail system. Their is also one additional bus system and three combination light rail/bus system recommended for further analysis.

Design Guidelines for Alternative Transit Technologies March 1990

This indicates physical layout and vehicle guidelines for the system.

Operations and Maintenance Plan Methodology April 1990

This report describes the methodologies to be used to develop operating plans and estimate operating and maintenance costs.

Environmental Impact Statement Methodology April 1990

This report outlines the approaches and procedures that will be used to estimate the impact on the human and natural environments of the various alternatives, in accordance with UMTA guidelines.

Alternative Plan Evaluation Methodology April 1990

This report presents approaches and measures which will be used to determine the effectiveness, cost effectiveness, financial feasibility, equity, and trade offs of the various alternatives.

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MPC
Metropolitan
Planning Council
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Chicago, Illinois 60604
312.922.5616
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April 19, 1990

Honorable William Lehman
Chairman, House Appropriation Subcommittee
on Transportation and Related Agencies
Room 2358 Rayburn House Office Building
Capitol Hill
Washington, D.C. 20515

Dear Chairman Lehman:

Following is testimony that the Metropolitan Planning Council is submitting on behalf of the City of Chicago's request for funding for the Central Area Circulator Project from the UMTA Section 3 program.

Thank you for the opportunity to submit these comments. Please let us know if we can provide any other information or be of assistance in any way.

Sincerely,

Dan R Toll

Dan Toll
Chairman, Steering and Advisory Committees
to the Central Area Circulator Project
and Member of the Board of Governors
Metropolitan Planning Council

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TESTIMONY TO THE HOUSE APPROPRIATIONS SUBCOMMITTEE ON TRANSPORTATION AND RELATED AGENCIES

ON THE CHICAGO CENTRAL AREA CIRCULATOR PROJECT BY THE METROPOLITAN PLANNING COUNCIL

APRIL 19, 1990

Thank you for the opportunity to testify on behalf of Chicago's request for funding for the central area circulator. I am Dan Toll, Chairman of the Central Area Circulator Project of the Metropolitan Planning Council, and member of MPC's Board of Governors. MPC is a 55-year old private non-profit civic group involved in planning and policy issues in the Chicago area.

We endorse the request of the City of Chicago for up to $17 million in FY 1991 from the UMTA Section 3 program for the Chicago central area circulator.

- MPC was funded by the Regional Transportation Authority and private business to develop detailed recommendations for central area transit in Chicago. It is this work now being implemented by the City.
- This process was run by a private/public Steering Committee, and a 120-member citizen/business Advisory Committee.
- Its recommendations were widely endorsed by civic, business, and public organizations and leaders.
- We support the work on this project now going forward under the City's leadership, and I continue to chair the Steering and Advisory Committees.
- This work must proceed as quickly as possible to take advantage of the unprecedented consensus developed around this project.

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* Executive Committee
** Committee Chair

In 1988, the Council was funded by the Regional Transportation Authority and the Chicago Development Council (a consortium of property owners representing over half the square feet of development in downtown Chicago) to study transportation in Chicago's central area. We agreed, on condition that we could craft a process that included the broadest possible coalition of business, community and public entities.

This process resulted in comprehensive, detailed recommendations (contained in the attached report) on the need for a central area circulator in Chicago, corridors, alignments, technology, funding and governance. It is this work which is now being implemented by the City of Chicago, with full support from the State of Illinois.

The process went forward under a Steering Committee with equally balanced public and private membership, with representation from key entities whose support would be needed for implementation. This group met every 2 to 3 weeks for two years to direct the project, and continues in this role as the work goes forward under the City of Chicago.

A 120-member Advisory Committee (also active in the current work) meets every 2 months to review and comment on key decisions, and provides communication with the broader community. Work was carried out by a technical team that included staff from all the major transportation and planning agencies in the area, as well as experts from other cities. Members of the Steering, Advisory and Working Groups are listed on pages 52-54 of the enclosed report.

During the Council's work, project representatives held over 100 meetings for discussion and feedback with civic, community, business and professional organizations, and also held numerous work sessions with individual property owners and businesses along potential alignments. A day-long workshop was held to gather ideas from interested engineers, architects and planners. Several newsletters and interim reports were widely distributed.

The recommendations of this process have been endorsed by a wide range of civic, business, and public entities and key business leaders. Some of those endorsements are listed on p. 13.

While the project final report recommends a specific technology and system configuration, this recommendation is intended as a prototype of a potential new system and not the final answer. We fully support the Alternatives Analysis and Draft Environmental Impact Study process now underway under the leadership of the City of Chicago. The City is following an accelerated program in cooperation with UMTA. MPC has been asked by the City, and gladly accepted, to continue staffing the Steering and Advisory Committees. I continue to chair those two bodies.

The scope of work carried out in the Council's project included development of consensus on the need, definition of priority corridors, and testing of several potential technologies to serve those corridors. This work was done to a considerable level of detail (and produced more definitive information than in any past study), contained in a large number of technical documents on which this report is based. For the first time, we had enough answers to get overwhelming community support for action, and for inclusion of several specific alignment and technology options in further study by the City. The City's work will provide key additional information needed to make final decisions for action, and it is essential that this work proceed as quickly as possible to take advantage of the unprecedented consensus that has been developed.

Thank you for the opportunity to testify. Please call on us if we can be of assistance in any way.

Regional Transportation Authority

One North Dearborn, Suite 1100, Chicago, Illinois 60602, (312) 917-0700

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April 23, 1990

The Honorable William Lehman
House Appropriations Committee
Chairman, Subcommittee on Transportation and Related Agencies
2347 Rayburn House Office Building
Washington, D.C. 20515-0917

Dear Chairman Lehman:

On behalf of the Regional Transportation Authority (RTA), I am pleased to submit a letter of support for the process by which the City of Chicago and the business community are working to bring the Central Area Circulator Project to reality.

As identified in the RTA's Strategic Plan, the Chicago Central Business District (CBD) oriented travel will continue to be the backbone of the region's public mass transportation system. Because public mass transportation has traditionally captured a major portion of all trips made to the downtown area, it is essential these trips be protected. In order to maintain and expand ridership levels, service must be convenient, fast, and reliable. The RTA will continue to support appropriate efforts to promote the economic development of the CBD and to find ways to ensure that this travel market is adequately served by both existing and new service concepts.

The RTA believes that the opportunity for public transportation to make a substantial contribution to responding to the growing economic needs of the CBD exist in the Central Area Circulator Project. From its inception the RTA has fully supported the local process leading to the Central Area Circulator Project. The RTA has provided funding to the Metropolitan Planning Council over the past two years to coordinate studies aimed at a consensus on the need for a central area circulation system and to complete conceptual design of such a system. The Project has succeeded in establishing an unprecedented consensus of support among business, civic, government, and community organizations.

In addition to the economic benefit, the Central Area Circulator Project can provide a superior quality of service in combination with the CTA bus and rail systems currently in place. The Central Area Circulator Project can assist in maintaining the vitality of Chicago's CBD by connecting its riders to employment opportunities, reducing congestion, meeting the travel demands of its commuters and alleviating travel delays.

The City's rough estimate of 1990 funding year needs for preliminary engineering and design is $52 million, with equal funding provided by the state, local and federal entities. I wholeheartedly support this funding structure and the City's proposal for $17 million in UMTA Section 3 - New Start funds for FY 1990.

We request your continued support for this Project as it proceeds to the preliminary engineering and design phase.

Sincerely,

Gayle M. Franzen

Gayle M. Franzen
Chairman

CDC

CHICAGO
DEVELOPMENT
COUNCIL

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TESTIMONY OF
THE CHICAGO DEVELOPMENT COUNCIL
FOR THE TRANSPORTATION AND
RELATED AGENCIES SUBCOMMITTEE
OF THE HOUSE APPROPRIATIONS COMMITTEE
REGARDING THE PROPOSED
CHICAGO DOWNTOWN TRANSIT CIRCULATOR

April 25, 1990

The Chicago Development Council (CDC) is a not-for-profit organization whose membership includes 49 developers, banks, hotels, insurance companies and other property owners. Collectively, CDC members own approximately 62 million square feet, or about 55%, of all office property in downtown Chicago. (A membership list is attached.)

As an organization composed of business and civic leaders with a strong interest in Chicago's future, the Chicago Development Council strongly endorses the proposed Chicago Downtown Transit Circulator.

To successfully finance the capital costs of this project, CDC also recognizes the importance of balancing capital financing sources. Its members stand ready to fulfill the local share via a new downtown property tax district to fund fully one third of all currently estimated capital costs.

CDC also endorses the City of Chicago request for up to $17 million of Section 3 discretionary program funding in FY 1991 for engineering and design work on the Circulator project.

CDC members have worked closely for two years with the City of Chicago, the Metropolitan Planning Council, the Regional Transit Authority and the Chicago Transit Authority to evaluate the feasibility of this project. Although the evaluation is not yet complete, we believe the need for the Circulator has been established and its many potential benefits identified.

Employment in the downtown area is projected to grow from 650,000 to 900,000 workers within 20 years. Furthermore, new commercial space will be added to the downtown real estate market at the rate of 2.5 to 3.0 million square feet per year.

This development has resulted in serious traffic congestion and associated work, pollution and traffic costs. Investment in and development of the Circulator will result in numerous benefits which include:

1. Efficient and dependable public transportation service and decreased traffic congestion;
2. Decreased road construction, maintenance and repair costs;
3. Reduction of dangerous air pollution levels;
4. Additional development which will create the potential for additional jobs for the City's citizens and additional tax revenue to fund City and other local government operations; and
5. Infusion of hundreds of millions of capital dollars during construction into the local economy. Regional output will grow by $300 to $500 million, creating 4,000 to 5,000 jobs.

Less quantifiable, but no less important, are the potential benefits to different sectors of the City's economy which include:

1. Downtown Chicago and the Midwest region as a major commercial/business center;
2. The convention and trade industry (which currently generates nearly $2 billion per year for Chicago);
3. The tourism industry (which generates nearly $4 billion per year);
4. Downtown hotel and retail activities (which combined generate $3 billion per year); and
5. Museums, parks, libraries, governmental offices, educational institutions and other cultural amenities which will be more accessible to residents of and visitors to the City.

On a simple cost-benefit basis, the Circulator represents the best solution to the unavoidable problem of Chicago's continued growth. The Circulator is a sound investment in Chicago and its future.

Testimony Regarding
The Proposed Chicago Downtown Transit Circulator
April 25, 1990
Page Three

Every day, our members actively promote Chicago to the world as a great place in which to live and work. This commitment extends beyond our business ventures. Individually and collectively, we are involved in many civic efforts, from affordable housing to improving the public schools.

In short, the Chicago Development Council believes in Chicago. We live, work and invest here because we believe in its future. For these same reasons, we strongly support the Chicago Downtown Transit Circulator because it will improve our transit capacity, allow for additional development, and increase access to Chicago's amenities for its residents and visitors.

Respectfully submitted,

Robert A. Wislow
Chairman
U.S. Equities Group
Co-Chairman
Chicago Development Council

M. Wayne Redeker
Director of Real Estate
Amoco Corporation
Co-Chairman
Chicago Development Council

G. Ralph Guthrie
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CDC

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3/14/90

Mr. **Mosena**. Thank you, Mr. Chairman, for this opportunity to speak to you. We also have some graphics if you have questions. But first, I will go to my colleague, David Williams, who will speak to the interstate transfer fund request.

Mr. **Williams**. Thank you, David. Mr. Chairman and Members of the committee, I am David Williams, the Commissioner of Public Works for the City of Chicago. I thank you for the opportunity to present our views on the Federal surface transportation appropriations for fiscal year 1991.

The City of Chicago's involvement with the interstate transfer program dates back to the tradeoff days of the proposed $2.3 billion cross-town expressway in June of 1979. I wish to thank you for your past generosity in earmarking interstate transfer funds for Illinois.

We are here today to seek your approval of the remaining $80 million from the original agreement. Of that total, $30.5 million is for transit substitute projects and $48 million is for highway substitute projects. Of the requested transit earmark, $8.7 million is for the suburban transit program and $21.8 million for a Chicago program. Most of the city's share of the funds, $19 million, will be spent on Chicago's loop elevated transit structure. And the remaining $2.8 million which was originally planned for the southwest transit.

However, we are pleased to report that a southwest transit is proceeding ahead of schedule and under budget. We heard Congressman Durbin mention before when he was talking about the Illinois Missouri rail line about being on budget and on schedule. This one is under budget and ahead of schedule. The line is due to be operational in late 1992, which is actually one year ahead of schedule. Our intent is to reprogram this $2.8 million to the underfunded Jackson Park Els project for a combined rapid transit and bus terminus. The Jackson Park line serves one of the most heavily transit-dependent populations in Chicago.

In the highway category, we support the Illinois Department of Transportation's request that Congress appropriate the remaining $48 million in the interstate transfer highway program to complete the construction of our highway substitute projects in Illinois.

In essence, what we have before you is the $30 million in fiscal year 1991. We would like that for the transit substitute projects, and $48 million for the highway substitute projects.

Mr. Chairman, I guess there is a question and answer period right after.

[The prepared statement of Mr. Williams follows:]

Written Testimony

of

David S. Williams Jr., Commissioner

City of Chicago, Department of Public Works

before the

Transportation Subcommittee

House Appropriations Committee

April 25, 1990

U.S. DOT APPROPRIATIONS - FY 1991

CITY OF CHICAGO'S KEY CONCERNS

On behalf of the City of Chicago, we appreciate the opportunity to present our views on federal surface transportation appropriations for fiscal year 1991. I am David S. Williams, Commissioner of the Chicago Department of Public Works.

Interstate Transfer Program

The City of Chicago's involvement with the Interstate Transfer Program date back to the trade in of the then proposed, $2.3 billion dollar Crosstown Expressway Project in June of 1979.

This year, eleven years later, we are asking Congress to complete its commitment to fund the construction of our highway and transit substitute projects. We are keenly aware of your past generosity in earmarking Interstate Transfer funds for Illinois. We are here, before you, seeking your approval of the last remaining $80 million dollars in Interstate Transfer funding due to Illinois.

Highway Substitute Projects

For its highway substitute projects, Illinois needs a Congressional earmark of approximately $48 million in FY91. The City of Chicago supports the Illinois Department of Transportation's testimony seeking your approval of an earmark of approximately $48 million in FY91 for our highway substitute projects in Illinois.

Transit Substitute Projects

For its transit substitute projects, Illinois needs a Congressional earmark of $30,516,567, in FY91.

This $30.5 million appropriation earmark in FY91 will be the last increment needed to fully fund the balance of our $880 million dollar Interstate Transfer Transit Program for Illinois.

Of the $30.5 million in FY91, $8.7 million is for our suburban Interstate Transfer Transit Program to rehabilitate severely deteriorated commuter rail bridges and for the improvement of commuter rail parking facilities in Chicago's suburbs.

Another $19.0 million is for elevated-track structural work on the leg-approaches to Chicago's Loop EL. The Loop EL, which will be 100 years old in 1992, is a key link in the rapid transit system which connects all of the lines that radiate from Chicago's central business district. The $19.0 million will complete the funding of the $121 million dollar Loop EL Rehabilitation Program. This capital investment will extend the useful life of this structure by 40 years.

Finally we are extremely pleased to report that Chicago's $348 million (federal) Interstate Transfer Transit funded Southwest Transit Project is proceeding both ahead of schedule and under budget. The construction of the line is nearly one year ahead of schedule. It is now due to be operational in late 1992 instead of October, 1993.

Summary

In summary, we urge the subcommittee,

- to earmark $30,516,567 in FY91 for our transit substitute projects in Illinois:
  - $8.7 million for the suburban projects
  - $21.8 million for the City of Chicago projects
    - $19.0 million for the Loop EL Rehabilitation Program
    - $2.8 million for the Jackson Park EL Project; and
- to earmark approximately $48 million in FY91 for our highway substitute projects in Illinois.

Early opening of the new, 9-mile, 8-station extension of Chicago's rapid transit system to the City's Southwest side, the only area in Chicago not serviced by a rapid transit line, will benefit residents of Chicago's southwest side as well as neighboring suburbs. Ridership is projected to be 120,000 riders a day. Along with improving travel times and accessibility both to the Loop and Midway Airport, the line is assured to promote development in the southwest corridor. Recent Chicago business magazine articles have cited that over 3,000 new jobs to date in developments which have been located in the Southwest Corridor directly as a result of the new transit service. These new developments are situated on sites vacated by industry years ago. Both small-scale and large-scale development is continuing. Home prices in the Southwest Corridor are rising dramatically.

In addition to an early opening, the Southwest Transit Project is coming in under the $348 million (federal) dollar full funding contract between UMTA and the City of Chicago. We are extremely pleased to report that the last $2.8 million increment to fully fund the balance of the full funding agreement will not be needed for the Southwest Transit Project. It will be re-programmed to the Jackson Park EL Project to complete construction of the combined intermodal rapid transit, bus, and commuter rail terminal at the end of the line.

Mr. DURBIN. I think one of the more impressive aspects of this, and I will address it to Mr. Wislow, is the fact that the business community in Chicago has agreed to accept an additional burden as part of deferring the cost of this circulator project. Taxes are never popular with anyone, as I know from my own political experience, and certainly unpopular within the State of Illinois at this moment. How can you explain this reasoning that led these business leaders to want to be part of the project to the point where they would have their taxes increased?

Mr. WISLOW. I would be glad to try and address that, Congressman Durbin. Our group, the Chicago Development Council, which as Mr. Mosena indicated represents nearly 60 percent of the downtown office property, was assembled about four years ago specifically for the purpose of keeping real estate taxes down and controlling real estate taxes in the Chicago area. So our outward support of any kind of potential tax increase really aligns itself with my 13 year old's newest and favorite term "total oxymoron."

We are in support of this, not because we are willing to increase taxes, but because we see the absolute need for this system and the funding of this system. And we are totally cognizant of the fact that in today's environment, Federal and state funding will not be sufficient in order to support the transit needs of our inner cities.

Chicago has continued to prosper and to grow as a strong metropolitan area, unlike most of the midwest metropolitan cities, because it has had a strong transit system. And we have not suffered from the suburbanization that other areas have because the transit has provided access to our city. We have grown to the point where that access no longer will be continued at the same level and it has reached its absolute strain point.

Our city has grown in the downtown area by over 43 percent in the last 10 year period alone in terms of downtown office workers, and we project that growth to continue over the next 10 to 15 year period. We have grown from a two mile by two mile to an area that is four miles by three miles in length and in breadth. And transit across that area is virtually impossible at this point in time.

So we have gone out and brought together the support of the business community in a very broad brushed approach. We brought the Chicago Association of Commerce and Industry, which is the largest based business group in the Chicago area, in the fold with us, along with the Chicago Central Area Committee and the Building Owners and Management Association. We have also brought together the State Street Council and the Greater North Michigan Avenue Association, who represent the vast majority of the retailers in the City of Chicago.

In addition, we have formed a joint venture with the civic groups—a very unique situation in Chicago—a complete civic and business joint venture to support this program. And we stepped forward ourselves with the idea of putting in a matching grant of one-third from ourselves; one-third from the state, which we believe is strongly supported by our own tax dollars as well; and one-third from the Federal Government, which again we believe is strongly supported by our own tax dollars, to fund this much needed system for the city.

Mr. **Durbin**. I might say that this is an unusual proposal before this committee, and that the match from the local sources very rarely even equals what is being asked of the Federal Government. In this case, it surpasses it by a margin of two to one, and it certainly shows the depth of the commitment that has been made.

I would also add, as most of you are aware, that Mayor Daley did visit with this subcommittee. Congressman Sid Yates sat in on the meeting. And we went through this project in detail several weeks ago. And I believe I speak for many of my colleagues who attended that meeting, and it was a majority of the subcommittee that are very impressed with the commitment that has been made on a local and state basis to this project and also the commitment from the private sector, which is something we look for more and more, as you have indicated, Mr. Wislow.

I thank you. I think it is an important project. Those of us who come to Chicago with some frequency understand how critical it will be for developing the downtown area. I thank you, Mr. Chairman.

Mr. **Lehman**. Thank you, Mr. Durbin. You are fortunate to have local support in Chicago, and even more fortunate to have the kind of congressional support that Mr. Durbin can provide here, as well as from other members of the Chicago delegation, such as Mr. Rostenkowski, Mr. Yates and Mr. Russo on Budget. We are all working together to help you through Mr. Durbin up here. Thank you very much.

Mr. **Mosena**. I believe, Mr. Chairman, we also had Congressman Yates with us when we came to visit you in January as well.

Mr. **Lehman**. I remember. Thank you very much.

Mr. **Mosena**. Thank you very much, Mr. Chairman. I brought you some graphics I will just leave it with you so you can see what we are building.

Wednesday, April 25, 1990.

COAST GUARD, RESERVE OFFICERS ASSOCIATION OF THE UNITED STATES

WITNESS

COMMANDER WILLIAM E. LEGG, USNR (RETIRED), DIRECTOR OF NAVAL AFFAIRS

Mr. **Lehman**. Commander Legg.

Commander **Legg**. Mr. Chairman, my pleasure to be here today on behalf of the Coast Guard budget for fiscal year 1991. The Coast Guard, as you know, is a truly unique force, the only one with important peace time functions enforcing a variety of our nation's laws, plus a significant role to play as a specialized branch of the Department of the Navy upon mobilization. Adequate funding to perform the spectrum of assigned tasks is essential for an effective Coast Guard.

Admiral Yost described the fiscal year 1991 budget and its rationale be considered by Congress as "the best the Coast Guard has ever had." To offset this enthusiasm, it must be noted that this comparison has to be based on the major budget deficiencies he has had to deal with during his tenure as Commandant. Also, he is quick to add that any additional tasking will require additional resources from Congress.

You have already heard this morning about the implications of the Oil Spill Act. I will not repeat those, but I will tell you that ROA is sensitive to that, as well, and would encourage the Congress to do whatever it can to prevent tasking the Coast Guard with additional missions without providing them with the requisite resources.

There has been an ongoing saga of obtaining adequate funding for the Coast Guard. We have seen the tasks and responsibilities increase and the manpower and funding decrease during the 80s. We have seen relatively well-funded budget requests be dramatically reduced and restructured as resources were shifted within function 400 to permit funding of other transportation agencies.

The Coast Guard has been a major source of funds for the plus ups of these agencies. In turn, the Department of Defense has been the source of funds, over $2 billion in the last six years, to make up for cuts from the requested level in the Coast Guard. This daisy chain funding is not only inefficient because it requires extraordinary actions by the Coast Guard to obtain much of the in kind support from the Department of Defense, it also masks the bases of resources needed to effectively operate our Coast Guard.

But now the ultimate source of funding, the DOD budget, is drying up. Solving the problem of an under-funded Coast Guard by diverting Department of Defense funds is no longer a realistic option. A specific concern that ROA has regarding the fiscal year 1991 budget is the select reserve. The budget does include a slight increase to a strength of 12,700, but this very modest growth will still keep the Coast Guard's slight reserve at less than 50 percent of requirements while the select reserve of the other armed forces exceed 95 percent.

The ROA was a strong advocate of the development of a plan to increase the size of the select reserve to more closely match these requirements, and we are pleased to see that report come out in 1988. Unfortunately, there has been almost no progress in meeting the incremental steps necessary to achieve the goal. Last year, the reserve training appropriation was only funded at levels sufficient to support an end strength of 12,050 personnel—approximately the same amount that were on board at the end of fiscal year 1988. Two years, no progress.

Therefore, ROA recommends that the Coast Guard be authorized and funded an end strength of 13,050 select reservists—850 above what is in the budget request. But this is only 1,500 more than the fiscal year 1990 level—the same annual growth rate projected by the Administration in their 10 year plan. This action will require the addition of $3.6 million to the reserve training appropriation for a new total of $83 million.

In summary, the Reserve Officers Association strongly supports funding of the Coast Guard from its own appropriation at a level at least at that requested by the President. ROA also recommends an increase in the select reserve funding to enable it to reach the 10 year plan at least by the starting of the turn of the century.

Thank you for the opportunity to appear. I would be pleased to answer any questions, Mr. Chairman.

[The prepared statement of Commander Legg follows:]

Statement of Commander William E. Legg, USNR (Ret.), Director, Naval Affairs for the Reserve Officers Association of the United States, for the Subcommittee on Transportation, House Committee on Appropriations, concerning FY91 Coast Guard Budget, 25 April 1990.

Mr. Chairman and members of the committee:

It is my pleasure to address this committee concerning the Fiscal Year 1991 Budget request for the United States Coast Guard.

Now in its 200th year of service to our nation, the Coast Guard continues to demonstrate its multi-mission capability and flexibility. The Coast Guard is truly a unique Armed Force, the only one with important peacetime functions enforcing a variety of our nation's laws plus a significant role to play as a specialized branch of the Department of the Navy upon mobilization. Adequate authorization and funding to perform the spectrum of assigned tasks is essential for an effective Coast Guard.

COAST GUARD BUDGET REQUEST

Admiral Yost has described the Fiscal Year 1991 Budget request now being considered by Congress as "The Best budget the Coast Guard has ever had." To offset this enthusiasm it must be noted that this comparison has to be based on major budget deficiencies Admiral Yost has had to deal with during his tenure *as Commandant. Also, he is quick to add that any additional tasking will require additional resources from Congress.*

One area of specific concern is the Comprehensive Oil Spill Liability Act which is under consideration in both houses of Congress. In its current form, this bill would establish expanded tasks for the Coast Guard without the required manpower and funding necessary to do the job. Adoption of this legislation without providing the requisite resources will compound today's problem in the Coast Guard where authorized personnel exceed the funds available by approximately $20 million in Fiscal Year 1990.

ROA has been keenly aware of the continuing saga of obtaining adequate funding for the Coast Guard, particularly over the past five or six years. During this period we have seen the tasks and responsibilities of the Coast Guard increase and the manpower and funding decrease. We have seen relatively well funded budget requests submitted by the Administration be dramatically reduced and restructured by the Congress as resources were shifted within Function 400, Transportation, to permit funding of other transportation agencies, such as Urban Mass Transit or AMTRACK, at a level higher than in the President's Budget request.

The Coast Guard has been a major source of funds for the "plus ups" of these agencies. In turn, the Department of Defense has been the source of funds, over $2 Billion in the last six years, to make up for cuts from the requested level in Coast Guard operating and procurement appropriations that generated funds for these other agencies.

This "daisy-chain" funding is not only inefficient because it requires extraordinary actions by the Coast Guard to obtain much of the "in-kind" support from DoD, it also masks the base of resources needed to operate the Coast Guard. But now the ultimate source of funding, the DoD Budget, is drying up. Solving the problem of an under-funded Coast Guard by diverting Department of Defense resources is no longer a realistic option.

ICEBREAKER

A milestone was reached last year when Congress approved the construction of a new Polar Icebreaker for the Coast Guard. ROA has been advocating the replacement of two of the previously decommissioned icebreakers to bring the Coast Guard to a total of four. As you are well aware, as recent as 1987 the Coast Guard operated five icebreakers. By comparison, the Soviet Union has 17 polar icebreakers, Canada six, and Japan two.

Congressional approval of the procurement of a new polar class icebreaker with an antisubmarine warfare capability was somewhat complicated by funding it in the DoD budget and requiring a report from the President on the United States Polar Icebreaking requirements.

ROA is concerned that this icebreaker is still on a DoD deferral list and may be used as a source of funds for one of the pending reprogramming requests. We encourage early submission of the required Presidential report to Congress, prompt removal from the deferral list, and early demonstration of a firm commitment to procure this much needed asset.

SELECTED RESERVE

The budget request includes a slight increase in Coast Guard Selected Reserve strength to a Fiscal Year 1991 end strength of 12,700. This very modest growth will still leave the Coast Guard Selected Reserve at less than 50 percent of validated mobilization requirements, while the Selected Reserve of the other Armed Forces exceed 95 percent of their requirements.

ROA was a strong advocate for the development of a plan to increase the size of the Coast Guard Reserve to at least the proportion of documented mobilization requirements achieved by the Reserve Components of the other armed forces. We were *encouraged when a ten year plan to achieve 95% of requirements was finally endorsed by the Administration in 1988. Unfortunately, there has been almost no progress in meeting the incremental steps needed to achieve the goal by 1998. Last year Congress did provide a substantial increase in authorized strength (15,000 end strength for FY90 and FY91). But, the Reserve Training appropriation was only funded at a level sufficient to support an end strength of 12,050 personnel, approximately the same as the 12,000 strength level achieved at the end of FY88.*

It is apparent, that at this rate, we will be well into the next century before the Coast Guard Reserve is anywhere close to meeting today's requirements. The pending draw-down of U.S. Forces in Europe underlines the need to increase the size of the Coast Guard Reserve in an orderly and meaningful manner. The major mission of the Coast Guard Reserve is port security which will be even more critical in the future than it is today because we must become able to send troops and equipment even more rapidly than under current plans.

Therefore, ROA recommends that the Coast Guard be authorized and funded for an end strength of 13,050 Selected Reservists. This is 850 above the budget request, but is only 1,500 more than the Fiscal Year 1990 level, the same annual growth included in the Administration's 10-year plan. This action will require the *addition of 3.667 million to the Reserve Training appropriation for a new total of $83 million for Fiscal Year 1991.*

SUMMARY

In summary, the Reserve Officers Association strongly supports funding the Coast Guard from its own appropriation at a level at least at that requested in the President's Budget submission, a relatively modest $3.4 billion. ROA also recommends an increase in Selected Reserve strength to enable the Coast Guard to get a belated start to achieve the goal of the Administration's 10-year plan to reach 95 percent of requirements by the turn of the century.

Thank you for the opportunity to present the position of the Reserve Officers Association on the Coast Guard Budget. I would be pleased to respond to any questions at this time.

Mr. **Lehman**. On the first page of your statement where you state that responsibilities are up and that manpower and funding are down, do you include the funding from the DOD and from the drug programs in that?

Commander **Legg**. Well, there has not been much for the reserve program from DOD. As a matter of fact, there has been nothing so far. But I have seen a lot of data that showed the total number of people in the Coast Guard has decreased during the 80s. The Coast Guard, although an armed force, has not had the benefit of the buildup in the 80s that have taken place because of the DOD growth.

Mr. **Lehman**. Thank you very much.

Commander **Legg**. Certainly. I would like to leave with you a fact sheet, if I may, that presents more details on that issue.

Mr. **Lehman**. Certainly.

Mr. **Lehman**. It will be included in the record.

Commander **Legg**. Thank you very much.

[The information follows:]

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ROA FACT SHEET Reserve Officers Association of the United States
Minute Man Memorial Building, 1 Constitution Ave., N.E., Washington, D.C. 20002

March 1990

COAST GUARD SELECTED RESERVE STRENGTH

- *Noting the low strength of the Coast Guard Reserve relative to requirements, Congress increased the authorized strength to 15,000 for both FY90 and FY91 in the FY 90 DoD Authorization Bill. Unfortunately, the funds provided will only support a full training program for 12,050 Selected Reservists at the end of FY90.*

- *The Administration's 10 year plan to reach 95% of Coast Guard Selected Reserve requirements by the end of FY98 requires an end strength of 15,000 at the end of FY91.*

- *The President's FY91 Budget request is for only 12,700, a growth of only 650 personnel.*

- *The 10 year plan included analysis that a growth increment of as many as 1,500 additional Selected Reservist could be attained and trained each year.*

- *ROA recommends that Coast Guard Reserve end strength for FY91 be authorized and funded at 13,550 for FY91. This will require an add-on of $3.665M to the Reserve Training (RT) appropriation (850 personnel above budget request X $4,300 average cost each).*

- *ROA also recommends that 13 additional Full-time Support personnel at a cost of $430K be added to permit efficient training and administration of the larger Selected Reserve.*

- *In summary, ROA recommends an end strength of 13,550 Selected Reservists, including 13 additional FTS personnel, and full funding of the RT appropriation at $83M for FY91.*

And with that, I would be happy to answer any questions. Sir, I know you will read my statement.

[The prepared statement of Sergeant McKinney follows:]

And with that, I would be happy to answer any questions. Sir, I know you will read my statement.

[The prepared statement of Sergeant McKinney follows:]

113a

NCOA

Non Commissioned Officers Association of the United States of America

225 N. Washington Street • Alexandria, Virginia 22314 • Telephone (703) 549-0311

STATEMENT OF

SERGEANT MAJOR C. A. (MACK) MCKINNEY USMC RETIRED

LEGISLATIVE COUNSEL

before the

SUBCOMMITTEE ON TRANSPORTATION

COMMITTEE ON APPROPRIATIONS

U.S. HOUSE OF REPRESENTATIVES

SECOND SESSION, 101st CONGRESS

on

USCG BUDGET, FY 1991

April 25, 1990

Chartered by the United States Congress

UNITED STATES COAST GUARD BUDGET - FY 1991

Mr. Chairman. The Non Commissioned Officers Association of the USA (NCOA) has a membership of 160,000 noncommissioned and petty officers who are serving or have served in the Armed Forces of the United States. The majority are on active duty as Soldiers, Sailors, Marines, Airmen, and **Coast Guardsmen**. Others are serving in the Reserve, National Guard, and Retired Components, or in a veterans' status.

The NCO Association extends its appreciation for the invitation to express its views on the Coast Guard's FY 1991 budget request, but only as it applies to the Coast Guard's uniformed personnel. NCOA believes that the Commandant of the Coast Guard knows best what hardware the service requires to carry on the mission of the USCG. Therefore, the Association endorses the Commandant's request.

Personnel programs are another matter. It's not that NCOA doesn't have the same confidence in the Commandant as it does for his choice of weapons but, because his primary concern must be targeted toward fulfilling the Coast Guard's mission, there are times when hardware overshadows personnel items. It is within this context that NCOA addresses "people programs."

MOST IMPORTANT CONCERNS

Uniformed Coast Guardsmen have three important concerns. They are addressed below.

PAY. Coast Guard pay is now some 11.9 percent behind comparable pay in the private sector. That figure will rise to 12.8 percent if the Administration's cap of 3.5 percent for the January 1, 1991, pay raise is approved by Congress. In addition to eight (8) successive pay caps, and a possible ninth (9th), there are more shortcomings. They are in basic allowances for quarters (BAQ) and variable housing allowances (VHA). Both are below the intended percentages set by law. As a result, Coast Guardsmen are forced to dig deeper into their pockets to afford family as well as bachelor housing. Living on the civilian economy is a terrible financial strain on Coast Guardsmen and their families. Higher pay raises in basic pay and housing allowances are required for 1991.

HOUSING. The mere fact that USCG personnel are forced in far too many cases to live on the civilian economy demands a fairer method of compensating Coast Guardsmen. It is an extreme financial strain on those assigned to resort areas where rental costs are exceedingly high throughout the year or fluctuates on a seasonal basis. BAQ and VHA are not adequate, thus, NCOA recommends that Congress adopt a special cost-of-living allowance (COLA) to financially-assist USCG uniformed personnel assigned to such areas.

HEALTHCARE. Many married Coast Guardsmen must depend upon the Civilian Health and Medical Program for the Uniformed Services (CHAMPUS) for dependents' medical care. The program requires the Coast Guardsman to make an annual deductible payment of $50 each fiscal year per dependent or $100 for more than one dependent. After the deductible has been met, the servicemember is required to pay 20 percent of the reasonable charges for authorized out-patient services. Unfortunately, most doctors refuse to participate in the CHAMPUS program and require direct payments from the servicemember or his or her dependents. The result is a double-whammy on the Coast Guardsman's pocket-book (wallet). Not only must the servicemember pay the doctor but complete and submit the forms, then wait for reimbursement that rarely covers the full costs of the care. Since free medical care for dependents is available in Military Treatment Facilities (MTFs) and Uniformed Service Treatment Facilities (USTFs), servicemembers involuntarily assigned to areas having no nearby MTFs/USTFs should be afforded free CHAMPUS for their dependents. NCOA urges this distinguished subcommittee to adopt such legislation for FY 1991.

SEPARATION PAY

Men and women enlisting in the U.S. Coast Guard and choosing a career in the enlisted ranks have constantly faced financial risks. Not only has their pay been capped over the years but many still live in substandard housing. They aren't adequately reimbursed for necessary expenses incurred as a result of permanent changes of station orders or living on the civilian economy. They have no vested retirement program, tax-free IRA or 401K plan. If they are involuntarily separated, discharged, or denied reenlistment there is no separation pay for them as available to all other federal or quasi-federal employees. And, if separated, are entitled to only half the unemployment compensation benefits the government makes available to jobless federal employees.

NCOA believes it is now time for Congress to meet equity and fair-play by adopting separation pay for certain enlisted personnel involuntarily ousted from the military service. The Association recommends the support of this distinguished subcommittee in advocating the passage of H.R. 4003, sponsored by the Honorable Jim Slattery of Kansas.

FORMER SPOUSES PROTECTION ACT

P.L. 97-252, as amended, is a most ambiguous and inequitable law. It has little force in protecting the rights of Coast Guardsmen. It is misinterpreted by nearly every civil court in the land, particularly those in community property states.

The law should be repealed, but if not, at least modified throughout to put teeth in its language that spells-out the rights of servicemembers. It is now a one-sided instrument that belies the original intent of the proposal as debated on the House floor, July 28, 1982. House bills, H.R. 572, 227, and 2300 are recommended to the subcommittee members for support.

SURVIVOR BENEFIT PLAN

The current high-option program adopted in the FY 1990 Defense Authorization Act is too expensive for the ordinary retired Coast Guardsman. NCOA believes the provisions covering the offer should be repealed and substituted for a plan that is proposed by The Military Coalition. It's proposal offers a high-option plan that provides a survivor benefit of 50 percent of the covered amount of retired pay at a cost of nine (9) percent of the participating member's retired pay. Lesser amounts are available in increments of five (5) percent at reduced costs.

MISCELLANEOUS

In addition to the above, NCOA urges the subcommittee to actively support the adoption of the following programs that are related to the well-being and morale of all Coast Guardsmen.

Impact Aid. The original law governing federal support for impacted schools provided financial aid only for the education of military children. Add-ons of other classes of children in the years following have played a part in reducing the funds earmarked for schools whose enrollments are impacted by children of military personnel. Many of these schools are now experiencing severe financial problems and may have to close their doors or lower the standards of teaching. NCOA recommends that Congress provide additional funds to assist such schools, in particular those that are located on military installations.

Employment Preference. Spouses may lose reemployment preferences when their Coast Guard spouses retire and relocate. NCOA recommends that such spouses be authorized to retain employment preferences in the federal work force upon retirement and relocation of these servicemembers for a period of one year from the effective date of retirement.

Travel and Transportation. No transportation is provided for the remains of spouses or surviving spouses to place of residence when such persons die while undergoing hospitalization in a Military Treatment Facility (MTF) or Uniformed Services Treatment Facility (USTF). NCOA recommends that Congress authorize the transportation of the remains of spouses or surviving spouses to places of residence when their demise occurs while undergoing hospitalization at a MTF or USTF.

COLA. NCOA recommends that Congress reject the Administration's request to freeze cost-of-living adjustments to Coast Guard retired pay in FY 1991 and cap COLAs at minus-1 percent of consumer price index (CPI) for 1992-1995. Such actions are contrary to federal statutes guaranteeing full COLAs to all servicemember retirees entering the armed forces before August 1, 1986.

Child Care Expand child care facilities at Coast Guard shore installations and offer special allowances to Coast Guardsmen for child care when stationed in areas where there are no federal facilities available within a reasonable commuting distance.

Reserve Retirement Points. Amend the current reserve component point system so that a member of that component may earn a greater number of points that can be computed to determine the amount of the member's retired pay. The proposed system recommended by the 6th Quadrennial Review of Military Compensation (6th QRMC), appears to be a fair and equitable solution.

Compute Reserve Time. Authorize retired enlisted Coast Guardsmen with reserve service on or before May 31, 1958, to recompute their retired pay to reflect such service as now afforded commissioned officers.

Reserve Privileges. Authorize the use of MTFs and USTFs and other privileges (i.e.- commissary and exchanges use) for Coast Guard/reserve members who are retired, at least 50 years of age, and not yet drawing retired pay.

Montgomery G.I. Bill. Increase the benefit level to $464 monthly for active duty participant, an amount equal to that paid under Chapter 107, Title 10, and a proportional amount for Coast Guard/Reserve participants.

APPRECIATION

NCOA appreciates the attention and consideration given its views and recommendations herein. The adoption and/or funding of the issues addressed will be gratefully acknowledged by the men and women of the United States Coast Guard.

Mr. **Lehman**. Thank you. And I will tell Mr. Conte you were here.

Sergeant Major **McKinney**. Okay. Thank you, sir.

Wednesday, April 25, 1990.

COAST GUARD BOAT OWNERS ASSOCIATION OF THE UNITED STATES (BOAT US)

WITNESS

MICHAEL SCIULLA, VICE PRESIDENT

Mr. **Lehman**. Mike Sciulla.

Mr. **Sciulla**. I see that it is afternoon, Mr. Chairman, so I will bid you a good afternoon. It is always a pleasure and a privilege to appear before you. I am Mike Sciulla, Vice President of Boat US, an organization of some 350,000 recreational boat owners. And Richard Schwartz, our president, sends his best regards.

Mr. **Lehman**. Thank you.

Mr. **Sciulla**. Mr. Chairman, there is very good news to report. A review of Coast Guard statistics shows that great strides have been made over the past decade in boating safety. As we closed out the decade of the 1970s, 1400 Americans lost their lives in recreational boating accidents. During 1989, a decade later, it appears that less than 900 Americans will have lost their lives. This 35 percent drop in the number of boating fatalities during the decade of the 1980s is remarkable.

It is even more notable when you consider that the average recreational boat is faster and larger today than it was 10 years ago and that our waterways, as you know very well, Mr. Chairman, are considerably more congested. There were more than 2 million more recreational boats on the waters at the end of the 1980s than there were at the end of the 70s.

These impressive national statistics are reflected at the state level. Between 1988 and 1989, the number of recreational boating fatalities in Florida plummeted 32 percent, Mr. Chairman, from 94 to 64. And while these statistics are certainly cause for good cheer, we believe it is much too early to claim that the war has been won. Too many deaths are still occurring on our waterways.

This steady downward trend in boating fatalities has come during a time in which funds for the nation's boating safety effort have been regularly disbursed from the aquatic resources trust fund, thanks to the efforts of this committee. During the 1980s, this regular flow of Federal user fee dollars has spurred many of the states to invest in boating safety and today, they spend $3 for every $1 invested by the Federal Government.

And Mr. Chairman, the Coast Guard has also benefitted. They have received over $130 million from the Wallup-Breaux trust fund for its boating safety program since 1985. Mr. Chairman, in short, the boating program is working as it was intended by the Recreational Boating Safety Act of 1980, and the Wallup-Breaux legislation of 1984. The states are building their programs. The Coast Guard is spending less. Fewer manpower from the Coast Guard is devoting to boating safety. Scores of boating safety organizations have been formed to tackle special problems. And fewer and fewer people are dying on our waterways.

While we have yet to identify the sole cause for this success, I feel certain that there would be nowhere near these achievements if this subcommittee had not given the boating safety community the chance to show what could be done with our fuel taxes. To this end, Mr. Chairman, I ask and request that you appropriate the full amount authorized for the boating safety account, $70 million for fiscal year 1991, up from $60 million. In short, Mr. Chairman, boaters are paying more in fuel taxes, and this increase simply reflects those increasing taxes.

Finally, Mr. Chairman, I would like to spend just 10 seconds in response to some of the questions regarding so- called user fees that we heard earlier. Recreational boaters and fishermen are paying in excess of $275 million a year in Federal taxes on fuel and on sport fishing equipment. That money is going back to the states and back to the Coast Guard for programs that benefit both boat owners and fishermen.

There are 10 million boats on our waterways. This is a fairly large recreation. And yet the average boat is only 15.8 feet long. We are not talking about yachts, Mr. Chairman. Less than one-half of one percent of the boats out there on the waterway are yachts. Coast Guard spending on search and rescue has dropped nearly 20 percent over the last decade. A smaller percentage of their budget is devoted to search and rescue. Almost 20 percent of the search and rescue cases are handled by the Coast Guard Auxiliary, a volunteer organization. And if you break down on the waterway, the chances are you are going to be helped by a commercial tower—not by the Coast Guard.

In short, Mr. Chairman, this Committee has made a major impact on boating safety. Five hundred more lives were saved in 1989 than in 1979. I just want to let you know that we appreciate the support of this Committee.

Mr. LEHMAN. Thank you, Mike, for your statement. I certainly know where you are coming from.

Mr. SCIULLA. Thank you.

Mr. LEHMAN. Give my best to Mr. Schwartz.

Mr. SCIULLA. Thank you.

WEDNESDAY, APRIL 25, 1990.

COAST GUARD, NATIONAL ASSOCIATION OF STATE BOATING LAW ADMINISTRATORS

WITNESSES

DON ELLINGSEN, DIRECTOR, FLORIDA MARINE PATROL

GEORGE W. STEWART, JR., DIRECTOR, GOVERNMENT AFFAIRS

Mr. LEHMAN. George Stewart and Don Ellingsen? No slides this time.

Mr. ELLINGSEN. No slides today, Mr. Chairman.

Mr. STEWART. Mr. Chairman, I would just like to ask that the National Association of State Boating Law Administrators testimony be made a part of the record. And I would like to lean to Director Ellingsen to make our comments today.

Mr. **Ellingsen**. Mr. Chairman, my comments are going to be very short. I think Mike Sciulla got a hold of a copy of my statement and basically it was the same thing as what he just said.

I would like to go on to say that the program is alive and well and working. In 1989, Florida saw a decrease in boating fatalities for the first time in several years. I know that now is not the time to get off. On behalf of NASBLA, we would encourage the funding of the full authorized $70 million. It just cannot stop right now. I think you know the issues as well as anybody else. And basically that is it on that subject.

I would like to comment briefly on the comments made by Representative Tauzin on the oil spill legislation and funding. That is a very critical issue in our state. We, this past Sunday, heard President Bush endorse the 10 mile tanker free zone off the Keys in going to the IMO. The state recognizes the fact that the Coast Guard has got some problems in that area. We did appropriate $2.3 million last year for the purchase of skimmers and oil spill equipment and training for our port workers. We will continue that project this year. But I think he is right on track in pointing out some problems in that area.

Thank you.

Mr. **Lehman**. Thank you very much. We will be in touch with you in South Florida.

Mr. **Ellingsen**. All right, sir. You need to come ride with us.

Mr. **Lehman**. All right. And I will not fall down this time. [Laughter.]

Remember when I fell?

Mr. **Ellingsen**. I sure do. I will not forget that for a long time.

[The prepared statement of Mr. Stewart, Jr. follows:]

**NATIONAL ASSOCIATION OF STATE
BOATING LAW ADMINISTRATORS**

Please reply to:

Summary of Statement of

George W. Stewart, Jr.
Director, Government Affairs

NATIONAL ASSOCIATION OF
STATE BOATING LAW ADMINISTRATORS

Before the

HOUSE APPROPRIATIONS SUBCOMMITTEE
FOR TRANSPORTATION

Re: Boating Safety Trust Fund
For FY'91

Secretariat: The Council of State Governments, Iron Works Pike, P.O. Box 11910, Lexington, KY 40578-8069, (606) 231-1882

SUMMARY OF STATEMENT

Mr. Chairman, with your permission, I ask that our full statement be made part of the hearing record and that I give a brief summary of our remarks at this time.

Our Association is pleased to provide input into your hearing regarding the State Boating Safety Trust Fund Appropriation for fiscal 1991.

Public Law 100-448 authorizes $70 million for the Boat Safety Account from the Aquatic Resource Trust Fund for FY 1991. These funds are to be split $35 million each for the States and the Coast Guard to help defray their cost to the recreational boater. We continue to think this is a milestone legislation in the best interest of the boating community. This is indeed in keeping with the user fee concept, thus not costing the general taxpayer one cent.

The Federal agency administering these funds to the States is the U.S. Coast Guard within the Department of Transportation. Our Association has high praise for the Coast Guard in their administering of these funds.

The need for an evolving, capable and comprehensive Federal-State boating safety partnership has never been greater. This is brought about by the fact that the waters we operate on are joint jurisdictional. We are pleased that we have a close working relationship with the Coast Guard that provides overall national coordination and information exchange. In our opinion we compliment each other in our boating safety efforts.

The question is often asked, "How does the States use the Federal Boat Safety Trust Funds?" I have included in my statement a comprehensive listing of the use of these funds. The funds have allowed the States to do many things that contribute to safety on the water. We continue to feel that we are meeting the high expectations of the Congress in our use of these funds.

Our Association notes with particular pleasure that 1989 was the safest year on record for boating fatalities. Making a major contribution to this safety record has been the high visibility of our state waterway patrols and the states emphasis on boating education and law-enforcement. Especially noteworthy in making all this happen has been the steady increase in the States matching share of the funding for the boat safety program and funding as authorized from the Aquatic Resources Trust Fund.

In summary. our Association feels strongly that the Aquatic Resources Trust Fund has been effective. It seems now more than ever that the fulfillment of the intended Federal-State partnership requires this federal trust fund base upon which the states can effectively build, in order that we may make "safe and enjoyable boating" a reality on our nations waterways. We therefore strongly solicit your support for $70 million as authorized for the Boat Safety Account for FY 1991.

THANK YOU

WEDNESDAY, APRIL 25, 1990.

COAST GUARD, MARINE RETAILERS ASSOCIATION OF AMERICA

WITNESS

LOWELL JOY, VICE PRESIDENT

Mr. LEHMAN. Lowell Joy.

Mr. JOY. Chairman, we thank you for the opportunity to testify. I would like to have the written testimony entered into the record which we have submitted to you before.

Many of the things that have been said previously today just point out some of the things that we think, as marine retailers, happen in recreational boating. Recreational boating is an $8 billion business in the United States. It is a major part of the marine industry without any question, and it has some very significant things that we are looking at trying to accomplish. We certainly endorse the full funding of the Wallup-Breaux thing.

It is interesting that this week happens to be volunteer week. And, as we have heard before, lots of the monies that were being put in to the funding programs for training are seed monies, and lots of the training that is being done are volunteer programs that are being done by the retailers, by the Coast Guard Auxiliary, and by the power squadron and so forth. Many times we do not know the true cost of what our programs are until government gets involved and takes over in running them.

We think we are doing an excellent job of reducing mortality and morbidity on the water. There are some misunderstandings as to what really happens, and I know that in your area the mega yacht looks like there is an awful lot of them down there and it is a high percentage of the market area. But, as you heard before, it is less than 10 percent of the market area.

The funding for the Wallup-Breaux fund is obviously appropriate and should be fully funded. On the other hand, a user's fee for recreational boating, we have a lot of opposition from our customers and our members on this particular thing, as it ends up being a tax going into the general fund and not being appropriated and directly for benefits.

As we have heard previously today, the Coast Guard has said there will be no additional services or no improvement in the services and, in response to the services provided by the Coast Guard, which they have done an excellent job over the years, the free enterprise system, at direction of Congress, has altered what they did in the past and that is, unless it is a life threatening or emergency situation, they do not respond to just the normal distress calls. Those are being borne by the boater today and the free enterprise system is providing that service at a cost. And when you make a mistake out there, normally the boater is going to have to pay for it.

Again, we appreciate the opportunity to testify before, and we would answer any questions. Thank you.

Mr. **Lehman**. Thank you for being here. I know you have a lot of constituents in my area. And we will try to look after them.

Mr. **Joy**. Thank you.

[The prepared statement of Mr. Joy follows:]

Statement of Lowell Joy
Vice President of the
Marine Retailers Association of America
before the
Subcommittee on Transportation
on the
U.S. Coast Guard Appropriations for Fiscal
Year 1991 and Issues Affecting Recreational
Boating, Including Full Funding of the
Boat Safety Account of the
Aquatic Resources Trust Fund
(Wallop-Breaux)

Thank you Mr. Chairman. I am Lowell Joy, the Vice President of the Marine Retailers Association of America and the owner of a boat dealership and marina in Marblehead, Ohio. MRAA is the national trade organization of small businessmen who sell recreational boats, boat equipment, and operate marinas. The over 3,000 members of MRAA do about $8 billion is annual retail sales.

We appreciate the opportunity to present testimony on the Fiscal Year 1991 Coast Guard Budget appropriations and on very important issues that we believe may have a dramatic affect on the future of boating safety.

The Boat Safety Account of Wallop-Breaux has been a very successful and popular federal-state partnership. The members of MRAA would like to thank you for your support of the Boat Safety Account and ask, again this year, that you continue to support the programs funded by this account. Thanks to your support in the past few years, our waters have become a safer place for the estimated 70 million Americans who recreate on the water. We understand that the soon to be announced boating fatality rate for last year will continue its over 20 year decline.

Boating is a very popular form of recreation all over the country and, as you know, especially in your home District in Miami. All industry projects indicate that boating will remain a preferred form of recreation in our country.

The safety of the 16 million Americans who own boats can be attributed to the many safety programs paid for from funds supported by the excise taxes on the purchases of gasoline used in boats and on the purchases of fishing equipment. Funds from this excise tax go directly into programs that directly benefit the people who are being taxed. What better user fee?

Boat owners and people in the marine industry look to the Coast Guard to provide boating safety regulations and guidance, education, and direction. The Coast Guard serves as the focal point for information on recreational boating for all government agencies, Federal and State, and national non-profit organizations. These organizations and government agencies use Boat Safety Funds to sponsor public awareness programs, such as National Safe Boating Week, public service announcements on radio and television, and reasonable assurances to the consumer that marine products, equipment, and boats meet certain safety and reliance criteria.

These programs are designed to keep boating educators current and to foster greater awareness of boating safety issues on the part of the boating public. In addition, state law enforcement officials utilize boat safety money for training and to purchase equipment.

Education is a key ingredient in the prevention of accidents and believe the Coast Guard should strengthen its boating education department. We strongly endorse the voluntary boating education programs now being provided by the Coast Guard Auxiliary and the U.S. Power Squadrons. We encourage our customers to take a boating safety course, such as the ones provided by these organizations. Some of our dealers are now providing in-house training of new boat owners, and our association is working with other dealers to do the same. Many of our dealers are also working closely with the Auxiliary to provide a boating safety bulletin board on the showroom floor which includes schedules of safety courses and copies of boating safety literature.

But more needs to be done.

MRAA strongly supports full funding of the Boat Safety Account programs to ensure the continued success of the programs that have been started. In addition, we believe full funding of the account will allow the Coast Guard and state governments to develop new programs that are critical to continued boating safety.

Lets spend boating safety money where it was originally intended, on boating safety. We ask that you fully fund the Boating Safety Account at $70 million.

Thank you, Mr. Chairman. That concludes my formal testimony. I am now open for any questions.

WEDNESDAY, APRIL 25, 1990.

COAST GUARD, AMERICAN LEAGUE OF ANGLERS AND BOATERS

WITNESS

NORVILLE S. PROSSER, FIRST VICE PRESIDENT

Mr. **LEHMAN**. The American League of Anglers? Is this the same as the old Isaac Walton League? [Laughter.]

Mr. **PROSSER**. On behalf of the Isaac Walton League, which is a member of the American League of Anglers and Boaters, I would like to make clear that we are not the same. It is the American League of Anglers and Boaters, I would like to point out for the record. And I would like to thank you very much for the opportunity to appear before you again this year, Mr. Chairman. I do appear before you as the First Vice President of ALAB, and I would refer you to page four of the written testimony that I submitted earlier for the record.

You will notice from the over 30 associations that are affiliated with the American League of Anglers and Boaters, that list includes every association that is interested in recreational boating and angling; industry members; professional organizations, such as the American Fisher Society; angling and boating associations; and several state governmental associations as well. Each and every one of those associations and their members are interested in boating in one way or another, and more particularly, they are interested in safe boating.

Mr. Chairman, ALAB's members support the user funding principle embodied in the aquatic resources trust fund, and that is simply stated that user fees collected for special programs should be spent in their entirety to improve services of direct benefit to that paying public sector. Deposits to the aquatic resources trust fund are solely from Federal excise taxes attributable to motor boat fuels and fishing equipment, along with the import duties on fishing equipment and pleasure boats.

The trust fund is divided into two accounts, as you know, Mr. Chairman, the boating safety account and the sport fish restoration account. Expenditures from the boat safety account were reauthorized during the 100th Congress at $70 million for 1991, 1992 and 1993. All of the members of ALAB, again reflected on page four of my written statement, wish to go on record in support of full appropriations from the aquatic resources trust fund's boat safety account to the levels authorized by Congress for these programs.

We specifically seek appropriations for the Transportation Department's fiscal year 1991 Coast Guard budget of $35 million. Further, we wish to register our unified and strong support for a $35 million appropriation from the account for the state boating safety assistance program administered by the U.S. Coast Guard.

Mr. Chairman, in summary, we would reiterate that the boat safety account is totally funded from the Federal tax on marine fuels that are contributed by the boating community. These user-funded Federal state partnership program has been noted by the President and others as an excellent example of the user pay principle, and has been singularly successful in lowering the boating accident rate, as you have heard from earlier witnesses. The two programs supported by this boat safety account should be fully funded at the authorized level of $70 million for fiscal year 1991.

Thank you, Mr. Chairman.

Mr. LEHMAN. Thank you very much.

[The prepared statement of Mr. Prosser follows:]

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Izaak Walton League of America
Marine Retailers Association of America
National Association of State Boating Law Administrators
National Boating Federation
National Marine Manufacturers Association
National Wildlife Federation
Sport Fishing Institute
Trout Unlimited

TESTIMONY OF
THE AMERICAN LEAGUE OF ANGLERS AND BOATERS
BEFORE THE
HOUSE APPROPRIATIONS SUBCOMMITTEE
ON
TRANSPORTATION AND RELATED AGENCIES

Presented By
Norville S. Prosser
First Vice President, ALAB

April 25, 1990

Thank you, Mr. Chairman, for the opportunity to comment on a fiscal 1991 appropriations issue of great concern and interest to the recreational boating and fishing community, including the approximately 70 million Americans that enjoy recreational boating each year. I appear before you today representing the American League of Anglers and Boaters (ALAB). ALAB is a strong alliance of more than 30 of the nation's most important recreational fishing and boating advocacy organizations. Although ALAB member organizations' specific interests vary depending on the constituency they represent, they have been solidly united in support of the dedicated, user-funding philosophy which Congress used in 1984 to construct the Aquatic Resources Trust Fund.

ALAB's members support the user-funding principle embodied in the Aquatic Resources Trust Fund. That is, simply stated, user fees collected for special programs should be spent in their entirety to improve services of direct benefit to that paying public sector. Specifically, in the case of the Aquatic Resources Trust Fund, user fees collected from the boating and fishing public are deposited into the Fund and are subsequently directly invested in boating safety, boat access, and sport fish enhancement programs. Deposits to the Aquatic Resources Trust Fund are solely from federal excise taxes attributable to motor boat fuels and fishing equipment, along with the import duties on fishing equipment, yachts, and pleasure boats.

The Trust Fund is divided into two accounts, the Boat Safety Account and the Sport Fish Restoration Account. Expenditures

from the Boat Safety Account were reauthorized during the 100th Congress for five years with an authorized expenditure of $60 million from the Account for 1989 and 1990, and $70 million for 1991, 1992 and 1993. Further, Congress instructed that these expenditures be equally divided each year between state boating safety programs and the U.S. Coast Guard. For fiscal 1991, as noted, the statute authorizes $35 million for state boating safety programs and $35 million for Coast Guard activities. To accomplish the principle of dedicated expenditure of these user fees, Congress stipulated in the statute that any of the user fees collected from the boating/fishing public not appropriated from the Boat Safety Account (up to the full authorized amount) would automatically "roll over" into the Sport Fish Restoration Account and be automatically appropriated for fisheries conservation and boating access purposes.

Under the Boat Safety Account-funded State Boating Safety Assistance Program, funds are distributed to the states on a 50/50 matching basis. All such funds are dedicated for use by the states on approved recreational boating safety educational and law enforcement programs.

This cooperative federal-state recreational boating safety program has been successful, as reflected by the reduction in the boating fatality rate over the past several years. Although the estimated number of boats in the nation has more than doubled since the Federal Boating Safety Act of 1971, the fatality rate has dropped from 20.2 deaths per 100,000 in 1971 to a 1987 rate of 6.1 per 100,000 boats in 1987.

However, the number of recreational boats on America's waterways is increasing at a rapid rate. Despite the overall decline in the boating fatality rate, some states are experiencing increases in the number of fatalities because of the growth in boating participation. It is incumbent upon the state and federal governments to provide greater effort in boating safety education and enforcement. Government should take full advantage of authorized funding to cooperatively improve boating safety programs through the State Boating Safety Assistance Program.

The members of ALAB wish to go on record in support of full appropriations from the Aquatic Resources Trust Fund's Boat Safety Account to the levels authorized by Congress for these programs. We specifically seek appropriations for the Transportation Department's Fiscal Year 1991 Coast Guard budget of $35 million for U.S. Coast Guard program support. Further, we wish to register our unified and strong support for a $35 million appropriation from the Account for the State Boating Safety Assistance Program, administered by the U.S. Coast Guard. Mr. Chairman, we would reiterate that the Boat Safety Account is totally funded from the federal tax on marine fuels that are contributed by the boating community. This user-funded, federal-state partnership program has been noted by the President and others as an excellent example of the user pay principle and has been singularly successful in lowering the boating accident rate. The two programs supported by the Boat Safety Account should be fully funded at the authorized level of $70 million for fiscal 1991.

ORGANIZATIONAL MEMBERS OF THE AMERICAN LEAGUE OF ANGLERS AND BOATERS

- American Fisheries Society
- American Fishing Tackle Manufacturers Association
- American Recreation Coalition
- Atlantic Salmon Federation
- Atlantic States Marine Fisheries Commission
- Bass Anglers Sportsman Society
- Boat Owners Association of the United States
- Boating Trades Association of Texas
- California Trout
- Federation of Fly Fishers
- Fish America Foundation
- Fred Arbogast Company, Inc.
- Great Lakes Sport Fishing Club of Milwaukee
- Gulf States Marine Fisheries Commission
- International Association of Fish Wildlife Agencies
- Izaak Walton League of America
- Marine Retailers Association of America
- Mercury Marine Division, A Brunswick Corporation
- National Association of State Boating Law Administrators
- National Boating Federation
- National Coalition for Marine Manufacturers Association
- National Marine Conservation
- National Wildlife Federation
- Outboard Marine Corporation
- Pacific Marine Fisheries Commission
- Restoration of Atlantic Salmon in America, Inc.
- River City Anglers
- Robert J. Goldstein and Associates
- South Carolina Anglers, Inc.
- Sport Fishing Institute
- States Organization for Boating Access
- Theodore Gordon Flyfishers, Inc.
- Trout Unlimited
- Zebco Corporation

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WEDNESDAY, APRIL 25, 1990.

FEDERAL HIGHWAY ADMINISTRATION, INTERSTATE COMMERCE COMMISSION, AMERICAN TRUCKING ASSOCIATIONS, INC.

WITNESS

RICK ALTERMAN, VICE PRESIDENT OF ADMINISTRATION, ALTERMAN TRANSPORTATION LINES

Mr. **LEHMAN**. Rick Alterman. How is your Dad?

Mr. **ALTERMAN**. He is fine. He sends his regards.

Mr. **LEHMAN**. Good.

Mr. **ALTERMAN**. Mr. Chairman, my name is Rick Alterman. I am Vice President of Administration with Alterman Transport Lines. And, as you know, we are a national trucking company based in your district in Opa Locka, Florida. We are an LTL carrier of perishable commodities and food stuffs all around the United States, as well as the general commodities carrier within the State of Florida.

Mr. Chairman, it is very educational listening to the SeaWorld participants at the hearing this morning. I took note, and noticed all the pictures that you have of all the various modes of transportation and noticed that there was not a truck up there.

Mr. **LEHMAN**. Not even on that picture there?

Mr. **ALTERMAN**. Well, that is just a little car. It is a highway, but not a truck.

Mr. **LEHMAN**. All right. We will have to do something about that. [Laughter.]

Mr. **ALTERMAN**. If you could use your input.

Mr. **LEHMAN**. That is true. Next year.

Mr. **ALTERMAN**. Okay. I will appreciate that.

Mr. Chairman, as you know, I represent the American Trucking Associations, which our company is a member, which represents all of the nation's trucking companies throughout the United States. Today I would like to address four points that are critical elements of the Federal Highway Administration's fiscal year 1991 budget. They are (1) full funding for the Federal aid highway program; (2) an expanded program of research related to trucking; (3) the elimination of costly compliance burdens caused by state taxation of the motor carry industry; and (4) an expansion of the Federal oversight of international container movement.

The first priority of the American trucking industry is full funding to the Federal aid highway program. The industry is concerned that the Federal Highway Administration does not intend to expend enough in fiscal year 1991 to build and repair the nation's highways. The proposed budget calls for spending $13.4 billion—a reduction of 7.4 percent from the $14.41 billion in fiscal year 1990.

As part of the need to reinvest in the interstate system, ATA encourages the subcommittee to recommend a highway obligation ceiling of $15 billion. This increase in the ceiling would free up previously appropriated funds, and would have only a minimal effect on total outlays for fiscal year 1991. Such an investment would contribute to the safety and mobility of road users, as well as limiting the transportation costs of American products.

Second, we urge the subcommittee to review the proposed expenditures for transportation research and development in fiscal year 1991. In all, these funds amount to some $422 million. Of this, only $10 million—less than one-fortieth of the total—represents research related even indirectly to trucking.

Third, we urge the subcommittee take direct and forceful action to relieve the United States trucking industry from the enormous burden of paperwork imposed by the current system of state taxation of motor carriers. Nearly 10 years ago, the DOT estimated that motor carriers were paying over $1 billion a year just in compliance costs associated with state highway taxes and fees. Despite a five year study of the issue by the National Governors Association and their recommendation that the states take action to improve the situation, little progress has been made.

Where in 1985 it took 107 pieces of paper to operate a truck legally in 48 states, today it takes over 100. Moreover, many states are in favor of beginning to impose general business taxes on interstate carriers who merely use the roads in these jurisdictions.

Finally, we would direct the subcommittee's attention to the continuing serious problems related to movements of freight containers bearing imports and exports, which is a particular problem in our district, Chairman Lehman. A recent Federal Highway Administration study showed that fully a third of such containers carry cargos at weights that could cause trucks bearing them to violate Federal vehicle weight laws and cause severe road damage and safety problems.

While this has traditionally been viewed as a truck weight enforcement problem, containers are ordinarily loaded onto trucks without giving the motor carrier any indication that the shipment is overweight or any opportunity to weigh it before traveling on the highway. To its credit, the Federal Highway Administration has taken the lead on the issue of overweight containers. It recognizes that the blame for overweights must be directed at the responsible party—the shipper.

Unfortunately, the Federal Highway Administration lacks authority to solve this problem, as well as others that arise out of multi-modal transportation operation. The ATA urges this subcommittee to direct the Department of Transportation and the Federal Highway Administration to develop administrative and legislative recommendations which will solve the problems of overweights, permit non-uniformity in inter-modal equipment inspections. The subcommittee should consider the need for granting the DOT statutory authority to resolve several of these critical issues affecting America's international trade.

In conclusion, Mr. Chairman, while our written testimony details a number of other issues of importance to America's premier transportation mode, the four I have mentioned: full funding for the Federal highway program; expanded truck research; the compliance burden imposed by state taxation; and the problems associated with overweight containers are at the top of the list. The ATA stands ready to work with the subcommittee staff or to furnish additional information.

Thank you. It is always a pleasure and an honor to appear before you.

Mr. **Lehman**. Thank you. You are a very able representative of both the 17th Congressional district and the American Trucking Associations. I will talk to you some time about your container business with the port of Miami, because I think that is something we can expand on.

[The prepared statement of Mr. Alterman follows:]

Before the

UNITED STATES HOUSE OF REPRESENTATIVES SUBCOMMITTEE ON TRANSPORTATION OF THE COMMITTEE ON APPROPRIATIONS

APRIL 25, 1990
WASHINGTON, DC

Statement of the

AMERICAN TRUCKING ASSOCIATIONS, INC.
On
THE FISCAL YEAR 1991 BUDGETS OF THE DOT AND ICC

Richard Alterman
Vice President/Administration
Alterman Transport Lines, Inc.

Without Trucks
America Stops

ATA

INTRODUCTION AND SUMMARY

The American Trucking Associations appreciates the opportunity to comment on the Fiscal Year 1991 budgets of the Department of Transportation and the Interstate Commerce Commission which pertain to motor carriers.

Trucking is the nation's largest freight transportation mode -- hauling more tons, employing more people, paying more taxes, and traveling more miles than any other mode. In 1988, the trucking industry, as a whole, earned $239.5 billion in gross freight revenue, representing 77.0 percent of our nation's freight bill and contributing five percent of the nation's Gross National Product. Motor carriers regulated by the Interstate Commerce Commission generated $66.5 billion.

The American Trucking Associations (ATA) is the largest trucking association in the country, representing over 4,000 trucking companies. Because it is a Federation with affiliated associations in every state and the District of Columbia, an additional 30,000 companies are represented through ATA. As such, ATA represents every type and class of motor carrier in the country, for-hire and private. As the national representative of the trucking industry, ATA is vitally interested in the appropriations of the two agencies which have a significant impact on the industry's economic well-being: The Department of Transportation and the Interstate Commerce Commission.

ATA supports the following program needs in the Department of Transportation/Federal Highway Administration budget:

- Fully fund the Federal-Aid Highway program;
- Develop a more proactive highway program which will meet demands well into the 21st Century;
- Conduct more truck and truck-related research;
- Eliminate costly paperwork burdens caused by state tax and registration nonuniformity;
- Establish a Motor Carrier Administration.
- Expand the oversight of international container movements;
- Encourage reciprocity in vehicle inspections;
- Rationalize the penalties for vehicle safety violations;

Our suggestions for the budget for the Interstate Commerce Commission cover two main concerns:

- Fully funding the Interstate Commerce Commission; and
- Requiring reporting from all regulated carriers who should report.

U.S DEPARTMENT OF TRANSPORTATION/FEDERAL HIGHWAY ADMINISTRATION

The U.S Department of Transportation's Federal Highway Administration (FHWA) administers the nation's highway systems, which are the lifeline of the trucking industry and consequently, the whole economic pulse of the nation. Commercial trucks contribute over 49 percent of the revenues in the Federal Highway Trust Fund, or $17 million per day. As a significant contributor, the trucking industry is concerned that FHWA does not intend to spend enough in FY 1991 to build and repair the nation's highways. The proposed budget calls for spending $13.4 billion, a reduction of 7.4 percent from $14.41 billion in fiscal 1990.

While ATA supports attempts to meet the Gramm-Rudman-Hollings targets, we are concerned that overall, DOT targets may be met at the expense of the Federal Highway program. Recent studies have dramatically documented the need to increase investments in our Nation's highway system. Congestion and poor road quality increasingly combine to drive up the costs of the motor carrier industry. As part of the need to re-invest in the interstate system, ATA would encourage the Subcommittee to recommend a highway obligation ceiling of $15 billion. This increase in the obligation ceiling would free up previously appropriated funds and would have minimal impact on the outlays for Fiscal Year 1991. Such an investment would contribute to the safety and mobility of road users as well as to limit the transportation costs of America's products.

In general, ATA believes that FHWA needs to take a more proactive stance on future highway needs. Too often discussion about future highway programs focuses on the process and mechanics for distributing money -- allocations, matching funds, etc. Questions about urban gridlock, improving the productivity of the highway system, better road design, traffic operations, incident management, and international and domestic trade are not asked enough.

We are encouraged by Secretary of Transportation Skinner's recently released National Transportation Policy. We believe that the policy establishes a sound basis from which Congress can address highway issues. We applaud the Subcommittee's interest in an aggressive pro-active highway program and look forward to working with the Secretary and the Subcommittee in implementing the plan.

RESEARCH

The proposed expenditures for transportation research and development total $422 million. Of this amount, $1.8 million has been designated for motor carrier safety research and development work within the Federal Highway Administration. By itself, this figure represents a mere 0.4% of the DOT total. Assuming that the trucking industry benefits, to some undetermined degree, from R & D expenditures at NHTSA and on IVHS to address congestion, total R & D expenditures benefiting trucking might reach $10 million or so -- still less than 2.5% of the DOT total and still outweighed by proposed expenditures for other transportation modes. For example, $17 million has been designated for railroad research and development expenditures by the Federal Railroad Administration, including $6.2 million for magnetic levitation and high speed rail (with another $3.5 million earmarked for "mag lev" research by the Army Corps of Engineers).

Going further, the FY 1991 budget includes the following description of the Federal Railroad Administration's "contractual support" program: "Contractual support is used to develop positions regarding structural industry changes such as mergers and to conduct internal studies dealing with traffic, economic forecasting, financial condition, labor management activities and other factors that contribute to an efficient national freight railroad network." The budget estimates that FRA spent more than $13.5 million on such "contractual support" activities during FY 1990.

Nowhere within the federal government are such expenditures being made to advance trucking productivity and technology. Given that more than 40% of intercity freight is carried by trucks, and that 77% of national expenditures on freight movements go for trucking services, there is a serious imbalance in direct trucking-related R & D expenditures in the Fiscal Year 1991 DOT budget.

STATE TAX UNIFORMITY

Section 19 of the Motor Carrier Act of 1980 required the Department of Transportation to complete a study on the problems motor carriers had with the lack of uniformity among the states. DOT estimated that nonuniformity in state highway taxation of the motor carrier industry was costing $1 billion a year. In 1985, DOT funded a study by the National Governors' Association (NGA) to find ways to eliminate or reduce this drain on the trucking industry and the economy. In 1987, NGA recommended that the states adopt an eight point program.

Unfortunately, the recommendations are being implemented too slowly. In 1985, it took 107 pieces of paper to operate a truck legally in all 48 contiguous states. Today, it still requires about 100. To accelerate the implementation of the NGA recommendations, FHWA issued a contract to the Trucking Research Institute to develop a training course for states to use in the implementation of the International Fuel Tax Agreement (IFTA), one of eight points of the NGA Consensus Agenda. This will provide a means by which the momentum of the NGA uniformity effort can be brought to fruition. Universal adoption of IFTA by the states will go a long way toward reducing the $1 billion paperwork burden. Congress should require FHWA to endorse the International Fuel Tax Agreement and push for its adoption with a date certain when all states must adopt it.

MOTOR CARRIER ADMINISTRATION

To implement the R & D program recommended above, ATA supports the creation of a Motor Carrier Administration within DOT. As noted at the beginning of this statement, trucking is the largest freight transportation mode -- hauling more tons, employing more people, paying more taxes, and traveling more miles than any other mode. Unfortunately, it is not fully represented at the DOT. Every other mode has a modal administrator; trucking does not. Equity demands that a trucking administration be established.

Furthermore, there is a tremendous need for such an administration to deal with the numerous issues which arise from motor carrier operations and which must be dealt with by the Federal government and by Congress. While FHWA has tried to address the issues of trucking, its primary responsibility is in oversight of the states as they build and maintain highways on the Federal System. Not all problems in the trucking industry which need to be addressed by the Federal government are highway related, including:

* General state business taxes:

* Multistate income taxes of interstate drivers;

* Insurance/Tort Reform;

- Intermodal coordination;
- International trade, competition, and transportation;
- Quality and availability of labor; and
- Operational factors, such as driver fatigue and equipment design.

The increased annual cost resulting from a Motor Carrier Administration is only $2.4 million per year, according to a General Accounting Office report -- less than DOT spends in one hour for all its other programs. ATA respectfully suggests this Subcommittee earmark money for a Motor Carrier Administration, provided that authorizing legislation is enacted.

MULTIMODAL TRANSPORTATION

Historically, Congress and the Regulatory Agencies have viewed trucking as a domestic transportation mode, influenced little by international trade, competition, and transportation trends. However, the rapid growth of domestic and international containerization of freight in recent years has resulted in increasing numbers of shipping containers being transported over America's highways. As a result, the trucking industry finds itself an integral part of international commerce and multimodal transportation.

According to a recent study by FHWA of data compiled by the Journal of Commerce of import/export containers moving through the ports (called PIERS), one third of the containers are carrying cargoes at weights that could cause the vehicle transporting it to violate Federal vehicle weight laws. The containers are loaded on trucks without giving the trucker any indication that the shipment is overweight -- gross or axle. These overweight containers have the potential to increase damage to highway pavements and bridges and to impair vehicle performance, resulting in safety problems.

Overweight international containers -- both import and export -- have traditionally been viewed as a truck weight enforcement problem, primarily because they became illegal only when they were transported over the highway. Tickets for overweight containers are issued to the trucker even though the trucker has no control over the weight or loading of the container and may not be aware of the container weight. This practice is widespread across the continental U.S. and in the State of Hawaii, where overweight citations are based on axle weight. In some cases, the trucker is forced to take an overweight container because of competitive pressures and the excess capacity which exists in this segment of the market. Interestingly, railroads do not want overloaded containers because of the safety implications and the capacity restraints of their equipment.

FHWA has taken the lead on the overweight container issue. To its credit, it recognizes that the trucker is not responsible for the overweights and that culpability must be directed at the party responsible -- the shipper. Unfortunately, the FHWA, as do other regulatory agencies, lacks authority to solve this problem, as well as other issues that arise out of multimodal transportation operations. As a result, these issues, although increasingly important, fall through the "bureaucratic cracks." For example, federal agencies cannot:

- * Issue regulations which make the shipper responsible for overweight containers;
- * Require shippers, both domestic and international, to indicate the actual weights of individual containers on standardized shipping documents;
- * Require state uniformity for issuance of overweight container permits;
- * Require ports and/or marine terminal operators to confirm declared shipment weights before import containers leave port property;
- * Require owners of intermodal equipment, chassis and piggyback trailers, to provide inspected, well-maintained and appropriate running gear in accordance with new Federal annual vehicle inspection requirements; and
- * Eliminate steamship freight rates which are currently based on container rates and not actual cargo weight.

These issues will not go away. As multimodal and international transportation activities increase, the problems will become worse. Therefore, we urge this Subcommittee to recognize the uniqueness of multimodal transportation needs and direct the DOT and FHWA to develop administrative and legislative recommendations which will solve the problems of overweights, permit non-uniformity and intermodal equipment inspections. In addition, this Subcommittee should consider the need for granting the DOT/FHWA statutory authority that is currently lacking and in effect. hindering resolution of several critical issues.

SAFETY

Congress passed the Surface Transportation Assistance Act (STAA) in 1982, which in addition to changing truck size, weight, and configuration limits, initiated the Motor Carrier Safety Assistance Program (MCSAP). Since the passage of the Act authorized funding for the program in FY 1984, this extremely successful federal - state partnership to reduce commercial motor vehicle accidents has received increased funding levels every year to its present level in FY-90 of $60 million. For FY 1991 the FHWA proposed budget again includes an obligation limitation of $60 million for Motor Carrier Safety Grants and an additional $40.7 million in motor carrier safety funding to support an increase in Federal safety investigators and support personnel. The $40.7 million represents a 22 percent increase over FY 1990 and brings the proposed budget allocation for motor carrier safety to over $100 million. This increased funding is necessary because the program covers not only the inspection of vehicles, but also the cargo (especially hazardous materials) and the driver. In addition, MCSAP money is being used to implement the CDL.

ATA has been a supporter of the MCSAP program from its inception and continues to believe that increased funding will provide a positive impact on motor carrier safety on the nation's highways. However, we believe that increased funding should be directed towards providing more effective and uniform training for inspectors charged with the responsibility of inspecting commercial motor vehicles. ATA also believes that these inspectors should continue to focus enforcement on all commercial vehicles (10,001 or more GVWR) as currently defined in the Federal Motor Carrier Safety Regulations.

There needs to be increased emphasis placed on insuring that all enforcement officers who inspect commercial motor vehicles have received an appropriate level of certified and uniform training. This training will guarantee that an inspection conducted in one state is the same as the inspection which will be received in another state. This is not the case throughout the country today.

The motor carrier industry is being required to submit to a host of different types of inspections conducted at every type of location from a modern garage-type facility to a narrow shoulder of a secondary state highway. These inspections are being conducted by a variety of inspectors some of whom have received hundreds of hours of intense mechanical and safety training. However, inspections are also being conducted by inspectors who after a three day safety regulation program begin stopping trucks to inspect complex mechanical components of modern commercial motor vehicles. Congress should encourage a more effective system of federally sponsored training which will upgrade and improve the skill level of all inspectors so that the quality of inspectors and inspections will improve.

DOT should work within the states to ensure that state enforcement programs under MCSAP which require the adoption of regulations compatible with the Federal Motor Carrier Safety Regulations are continued. The recommendations of the Commercial Vehicle Safety Review Panel concerning uniform motor carrier safety regulations should be adopted as swiftly as possible and the strong sanctions imposed on states which do not comply should be enforced.

Also in the area of uniformity, DOT should be urged to continue to support the activities of the Commercial Vehicle Safety Alliance (CVSA) in dealing with the problem of uniform fines and sanctions for motor carrier safety violations. The problem of states and localities charging widely varying fines for the same violations has reached epidemic proportions. CVSA is aware of the problem and has begun to address it. We encourage the Subcommittee to direct FHWA to do all that it can to urge states to adopt the recommended maximum fine schedule being developed by CVSA.

Another area in which an increase in highway safety funding would have a major impact is complete and timely implementation of the licensing standards for commercial drivers. To date, the states have accomplished a great deal on the legislative front with forty states having passed Commercial Driver's License legislation conforming to federal standards. However, many states are having a difficult time implementing the Commercial Driver's License Information System (CDLIS), the national computer network designed to greatly improve the state's ability to transmit driver information. Many states have data processing systems that are antiquated and which need substantial upgrading before CDLIS communication can be established. Several states maintain that this process will bear a cost that may be very difficult to digest, especially when combined with the implementation of a bio-metric identifier (which Congress mandated in the Truck and Bus Safety Regulatory Reform Act of 1988). Currently, several states are running drivers through the CDL tests but are unable to issue a full CDL because they are not yet "on-line" with the network. Issuance of a CDL without CDLIS communication is technically a violation of federal law.

While many states are struggling with CDLIS implementation, ATA opposes any attempt to increase the statutory time frames allowed for the states to fully implement the Commercial Driver's License program.

Finally, ATA supports the proposed budget increase of $5 million over FY 1990, to a level of $36.5 million for Railroad Safety. The proposed railroad user fees, estimated to raise $20 million in FY 1991 and to be used to help offset the cost of railroad safety activities, are long over due. However, we believe the level of the user fees could be greatly increased when compared to the levels that other transportation modes pay for services and facilities provided by the government. In general, railroad safety could be dramatically improved with the implementation of self-policing initiatives such as the Commercial Driver's License in the trucking industry. Investment in safety does not come cheaply, but the payoff is invaluable.

INTERSTATE COMMERCE COMMISSION

Since the Motor Carrier Act of 1980, there has been much discussion and controversy as to whether the trucking industry should be fully deregulated. Attempts have been made to deregulate the industry both administratively and legislatively. Both have failed. Other attempts have been made to sunset motor carrier regulation by decreasing the budget of the Interstate Commerce Commission. ATA supports the continued economic regulation of the trucking industry. However, if the motor carrier industry is to be deregulated, it should be done through proper legislative channels and not through the budget process. In the meantime, the ICC still has a Congressional mandate to regulate the industry. Furthermore, recent appointments have apparently changed the nature of the ICC. After a decade of being run by those whose chief goal was the destruction of the agency, the new administration has expressed its intent to concentrate instead on the running of the agency and the implementation of Congress's mandate. To fulfill these responsibilities, the agency will need funding for staff and facilities. We urge the Subcommittee to fully fund the ICC so that it can carry out the duties mandated by the Congress.

The American Trucking Associations is very appreciative of the efforts by this Subcommittee to assure that the ICC fulfills its Congressional mandate to collect and disseminate motor carrier data to monitor the impact of regulatory and economic changes on the industry. This includes data reporting requirements for all Class I and Class II motor carriers, quarterly reports that provide meaningful interim data, and the use of a Uniform System of Accounts. Because of the Subcommittee's interest in the past, the ICC has retained quarterly and annual reporting on an abbreviated report forms. This keeps the data while simultaneously reducing the carriers' paperwork burden and cost of reporting. However, the ICC's reporting requirements remain deficient as some large carriers continue to avoid any reporting. This is especially true for carriers which have come into being since deregulation and by now have grown substantially in revenues.

Newly authorized carriers start off in the Class III category, meaning annual revenues of less than a million dollars annually. The ICC does not collect annual reports from such small carriers. However, once a carrier passes the $1 million revenue threshold, and stays above $1 million for three consecutive years, it leaves the Class III group and should begin filing annual reports at least. The problem is the ICC relies on voluntary reporting by the carrier of its change in Class status, and carriers either forget this reporting rule or ignore it. Hence, a great number of actual Class I and II carriers avoid reporting while others, historically classified as Class I or II, must file reports.

To indicate the scope of the problem, a comparison of carriers by revenue size from ATA's National Motor Carrier Directory against the ICC's records of Class I and II carriers shows huge discrepancies. The 1988 data in ATA's National Motor Carrier Directory showed 2,452 for-hire carriers of a Class I size. The Commission's records show 889 Class I carriers. The National Motor Carrier Directory shows 7,379 Class II carriers compared to the ICC's 1,179 Class II carriers. The National Motor Carrier Directory shows far fewer Class III carriers than the ICC's 37,182.

We acknowledge that the National Motor Carrier Directory is not the definitive source for motor carrier revenue data. Likewise, we have not analyzed the National Motor Carrier Directory records for carriers having three consecutive years of revenues above PPI-adjusted revenue thresholds, which are the ICC's classifying rules. Nevertheless, the size of the discrepancy between the National Motor Carrier Directory and the ICC's official records is too large to be explained by these factors alone. We are convinced that a significant number of carriers above reporting thresholds simple do not report to the ICC because they have neither been instructed to report, nor have they volunteered.

ATA filed a petition with the ICC to institute a rulemaking on this matter in September of 1989. This petition asks that the ICC simply collect three figures from Class III carriers -- annual revenues for each of the last three years -- for the purpose of reclassification. The ICC has not acted on this rulemaking. ATA urges this Subcommittee to direct the ICC to require its annual and quarterly reporting requirements apply equally and fairly to all significant carriers in the industry.

CONCLUSION

ATA urges Congress to provide the DOT and ICC with appropriations adequate to enable them to fulfill their mandated responsibilities in an efficient, reasonable, and expeditious manner.

For DOT and FHWA budgets, our primary concern is that spending is being reduced at a time when the need for infrastructure investment has never been greater.

We believe the Federal Government should do more to reduce the burdens on interstate commerce created by state non-uniformity in taxes, vehicle inspections and fines.

We are convinced that a Motor Carrier Administration would enable Congress and the Executive Branch to make well-founded and properly directed legislative and regulatory decisions affecting truck and bus transportation.

We are concerned that as the United States joins the worldwide global economy, our ability to effectively control overweight and unsafe container traffic is limited unless there are substantial changes in the mandate of the FHWA.

Finally, we consider truck research and adequate data to be the keys to improved truck safety and productivity. Therefore, we urge the Subcommittee to expand the funding for truck related research and require data reporting by all regulated carriers.

# # #

Mr. ALTERMAN. I do not think I-95 can take much more stress.

Mr. LEHMAN. Right. Thank you.

Mr. ALTERMAN. You are welcome.

Mr. LEHMAN. Have a safe trip back.

Mr. ALTERMAN. Thank you very much.

WEDNESDAY, APRIL 25, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, ELECTROCOM AUTOMATION, INC.

WITNESS

KEITH KAHLE, ADVISOR TO THE PRESIDENT

Mr. LEHMAN. Mr. Kahle? Where is your audience?

Mr. KAHLE. I do not want to have to get started, and just as you know, I have an impediment in my speech at times. And down in Texas and Oklahoma, why we just say that so and so stutters.

But first, Mr. Chairman, I want to thank you and each Member of your committee on both sides of the aisle, as well as your able assistant, Tom Kingfield, for all your help in the past.

I am sorry our very able president, Bob Buzard, is unable to appear here today due to his duties as related to our contracts with the U.S. Postal Service. However, he is very active on the cold weather program.

Mr. Chairman, this is an informal report. Both committees have been—and you have been—very supportive of the objectives of the cold weather transit technology program for about four years. Thank you, Mr. Chairman, as well as Mr. Conte and Mr. Coughlin. We do not have an additional request, but simply wish to bring you up-to-date on how we are moving along.

The engineering talent of ElectroCom Automation and the leadership of our president, Bob Buzard, who has testified before your committee, plus the engineering talent of the University of Notre Dame School of Engineering under the able Dr. Bill Berry, are combined in the real world. Quite frankly, we are optimistic that we can dissipate ice on a steel rail at a speed of over 25 miles per hour in ice and snow conditions.

Several years ago, when LTV/Vought was involved with Notre Dame, the high velocity water jet deicing system cleared the third rail at a speed of 25 miles per hour under most adverse conditions of snow, ice and temperatures up in Boston. Now with good fortune, hopefully we will get in the area of 40 miles an hour in lousy weather, either up in Boston or in Colorado.

In addition, we have hopes that some of the talented engineers at Notre Dame are able to develop a weather forecaster that will forecast what the weather will be "in your own back yard." The Boston transportation people have a similar need for this kind of system for advanced warning to counter the effects of the ice storms such as experienced in February of this year.

We at ElectroCom Automation and Notre Dame wanted to have a short meeting and to thank each of you for all of your continued interest. And on behalf of the University of Notre Dame and ECA, we will hit the highlights as to where we are right now.

We have had a hurdle up in Boston that their engineers and superiors involved in the transit system up there, and we have under consideration with them and the Government as to where we will do our work in areas that have rails, shops and essentially the items we need. And both are having meetings on this at this area of time, and the details are outlined in my statement here.

We would just want to emphasize that we are here to thank you and to update you and your committee on the work that is going on. We do think we have a good shot at what—we understand that we have a shot of obtaining the objectives that we indicated some time back. We are not here asking for any money. I guess that is why I am stuttering so bad. And in the same period of time in mind, we hand you the balance of our statement, Mr. Chairman.

[The prepared statement of Mr. Kahle follows:]

REPORT
ON
"COLD WEATHER TRANSIT TECHNOLOGY PROGRAM"

Before the

COMMITTEE ON APPROPRIATIONS

SUBCOMMITTEE ON
TRANSPORTATION AND RELATED AGENCIES

2358 Rayburn House Office Building
Washington, DC 20515

U. S. HOUSE OF REPRESENTATIVES

The Honorable William Lehman, Chairman
The Honorable Lawrence Coughlin, Ranking

Presented by

Keith Kahle
Advisor to the President
ElectroCom Automation Inc.
P. O. Box 95080
Arlington, Texas 76005-1080

Approved by
Dr. William B. Berry
University of Notre Dame
Notre Dame, Indiana 46556

April 25, 1990

April 25, 1990

Mister Chairman:

First, I want to thank you and each member of your committee on both sides of the aisle as well as your able staffers, Tom Kingfield and Robert Gibson.

Our very able President, Bob Buzard, is unable to appear here today due to his duties as related to our contracts with the U. S. Postal Service. However, he is very active on the Cold Weather R&D Project. Yes -- very active.

Mr. Chairman -- this is off the subject, but I think all of you would be interested to know ElectroCom Automation makes a machine for the U. S. Postal Service that sorts 30,000 No. 8 envelopes an hour. It would be a safe bet, at the approximately 267 post offices over the nation where these machines are in service, they are working right now ... this very minute.

Mr. Chairman -- this is an informal report to both sides of the committee's aisle who have been supportive of the objectives of the "Cold Weather Transit Technology Program" for about four years. Especially you, Mr. Chairman, as well as Mr. Conte and Mr. Coughlin. We do not have an additional special request but simply wish to bring you up-to-date.

The engineering talent of ElectroCom Automation and the leadership of our President, Bob Buzard, who has testified before your committee, plus the engineering talent of the University of Notre Dame's School of Engineering under the able Dr. Bill Berry, are combined in the real world. Quite frankly, we are optimistic we can dissipate ice on a steel rail at a speed of over 25 miles per hour in ice and snow conditions.

Several years ago, when LTV/Vought was involved with Notre Dame, the high velocity water jet deicing system cleared the third rail at a speed of 25 miles per hour under most adverse conditions -- snow, ice and below-freezing temperatures. Now, with good fortune, hopefully, we can get "in the area of 40 miles per hour" in lousy, below-freezing weather conditions.

In addition, we have great hopes some of the talented engineers at Notre Dame can develop a "back yard weather forecaster" that will forecast what the weather will be "...in your own back yard..." The Boston transportation people have a similar need for this kind of system for advance warning to counter the effects of ice storms such as they experienced in February this year.

Without going into detail, we are pleased the "law of the land" has been followed by the Department of Transportation who have helped us get this program underway.

We at ElectroCom Automation and Notre Dame wanted to "thank this committee" -- especially the majority and minority leaders and their staffs -- for their continued support. On behalf of the University of Notre Dame and ElectroCom Automation to each and every member of this committee and each and every member of the similar committee on the Senate side, "we very humbly thank each of you gentlemen." We will do a good job.

To review recent history:

On November 29, 1989, the able Bill Berry of the University of Notre Dame called me and said he had been officially notified the Cold Weather R&D subcontract would be activated as directed by the Congress on December 21, 1987. As a result, Dr. Berry brought one of his colleagues, Dr. Francis Kobayashi, to our plant between Fort Worth and Dallas, where we had a "formal signing ceremony" on February 6, 1990. Signing for Notre Dame was Thomas Mason, Vice President, Business Affairs. Signing for ElectroCom Automation were President Bob Buzard and Keith Kahle, Advisor to the President.

Gentlemen, today our staffs are "hard at it..."

We did want to make a special point and a special effort to advise this elite committee and we will do the same on the Senate side. We will take the liberty, gentlemen, of keeping this committee advised of progress on a frequent informal basis.

We are right now in the process of preparing to start our first tests this fall, as early as we have the proper snow and ice. It is no secret Dr. Bill Berry, Keith Kahle and ElectroCom's chief engineer, Bob Kleinman, have had an extensive visit with the Transportation Test Center at Pueblo, Colorado at their massive test track in regard to using some of their facilities. Talks are still going on.

On March 20, 1990, the same three gents mentioned above had a meeting with the proper officials at Massachusetts Bay Transportation Authority (MBTA) at Boston. At said meeting, Dr. Berry outlined our "Research Game Plan" to fifteen engineers and system administrators involved with the MBTA.

We should emphasize here, gentlemen, when this project was first activated with major equipment put together by LTV/Vought and Notre Dame, at that time we did what many thought was a minor breakthrough. In major snow and ice weather at Boston, we were able to dissipate ice on a third rail at a speed of 25 miles per hour. Same was witnessed by the press, Department of Transportation, UMTA, and congressional representatives.

> It is our objective to double that speed which, obviously, would be a major development in ground transportation during heavy ice and snow weather. Same has practical daily application if obtainable.

In addition, we are optimistic the talent that worked on the R&D Project before will, hopefully, be able to "develop an instrument that will forecast weather in your own back yard."

In conclusion:

> Mr. Chairman and members of the committee -- both Notre Dame University and ElectroCom Automation simply wanted to update you folks on what we are doing. We all appreciate your "staying with us and said objective" when it appeared to many that some folks in a government agency had other plans. Again -- thanks!

Gentlemen -- one more item. I am sure I can speak for Dr. Bill Berry and the University of Notre Dame plus Bob Buzard, President of ElectroCom. Again, we issue an open invitation to all members of this committee to visit our facilities and get briefings as we move forward.

Our objective now is to get ready for winter with new ideas plus new methods.

We are not asking for any more money.

Mr. Chairman -- we "just wanted to report to each of you" and hope we can do the same thing on the Senate side.

On behalf of Notre Dame, its leadership and Dr. Bill Berry plus ElectroCom's leader Bob Buzard and his Advisor -- we all thank each of you for your continued interest and support.

Keith Kahle

Keith Kahle

University of Notre Dame
Notre Dame, Indiana 46

Department of Electrical and Computer Engineering

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Cold Weather Transit
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RECEIVED
APR 23 1990
KEITH KAHLE

April 23, 1990

Mr. Keith H. Kahle
ElectroCom Automation Inc.
P. O. Box 95080
Arlington, TX 76005-9080

Dear Keith:

I regret that I will not be in Washington with you to tell the Congressional Committees of our progress on the Cold Weather Transit Technology Program. Please convey my best regards and appreciation for the support they have given us in getteing the Program underway.

You might also mention that we learned from the Massachusetts Bay Transportation Authority that this February presented a cold weather problem to them which had not been anticipated. An untimely ice storm resulted in the interruption of service on one of their transit lines due to icing of the overhead power lines - the catenary. They have asked us to help them with solution to that problem. We have discussed two approaches so far. One is an early warning system which we may be able to provide via the "back yard weather forcaster" on which we are working. The other is a melt-off solution which we can propose but have no funding to develop a prototype.

Have a good visit and convey my best regards, especially to Mr. Lehman.

Sincerely,

Bill

William B Berry
Professor and Manager of the
CWTT Program

Mr. **Kahle**. And if I can answer any questions, why, I would be glad to. I am sorry I get tangled up today, but it comes and goes on my speech. We thank you.

Mr. **Lehman**. You did fine. We both have a little problem. Between the two of us, we will manage. Thank you very much. We will see you around, Keith.

Mr. **Kahle**. Yes. But you do it a lot better than I do.

Mr. **Lehman**. Some days, I am not so sure. [Laughter.]

Mr. **Kahle**. I understand what you are talking about, friend. Thank you very much. We are not asking for any money.

Mr. **Lehman**. Sure.

Wednesday, April 25, 1990.

FEDERAL HIGHWAY ADMINISTRATION, ARKANSAS-MISSISSIPPI GREAT RIVER BRIDGE AUTHORITY

WITNESSES

HONORABLE BERYL ANTHONY, U.S. REPRESENTATIVE FROM THE STATE OF ARKANSAS

CHARLES DEAN, COCHAIRMAN, CLEVELAND, MS.

L.W. "BILL" CLARK, COCHAIRMAN, LITTLE ROCK, AR

H. JEROME BUTLER, P.E. ASSOCIATE, HOWARD NEEDLES TAMMEN & BERGENDOFF

Mr. **Lehman**. You may proceed.

Mr. **Anthony**. Thank you, Mr. Chairman. Mr. Charles Dean is Co-Chairman of the Arkansas-Mississippi Great River Bridge Authority. And he is represented with some of his cohorts who serve on the authority representing both Arkansas and Mississippi, Brother Wilson, Ancil Cox and Jerry Butler.

Mr. Chairman, what I would like to do is submit my statement for the record in support of the recommendation that these witnesses will be making to this committee asking for $1.5 million to conduct field surveys necessary to locate and design the bridges and approaches, and to conduct a detailed environmental impact study of the area and obtain geo-technical information in order to determine what type of foundation would be best suited for the bridge.

[The prepared statement of Mr. Anthony follows:]

STATEMENT OF U.S. REPRESENTATIVE BERYL ANTHONY, JR.
BEFORE THE TRANSPORTATION AND RELATED AGENCIES SUBCOMMITTEE
COMMITTEE ON APPROPRIATIONS
APRIL 25, 1990

Mr. Chairman, I am pleased to be here today to testify on behalf of the Arkansas-Mississippi Great River Bridge Authority. I personally wish to thank the Committee for its past support of the budget requests which provided for a feasibility study to assess the economic benefit of the project.

Mr. Charles Dean, Co-Chairman of the Arkansas-Mississippi Great River Bridge Authority, will represent the Commissioners from both States with his testimony. Mr. Dean and a number of other interested parties are here today representing a Commission who has provided invaluable leadership and exhibited a true sense of commitment toward the successful completion of this worthy undertaking. Given the direction from Congress, the Authority has provided for and completed a study which assesses the transportation and economic development potential this bridge project could have on one of the most economically fatigued regions of the country.

Mr. Chairman, I submit that now is the time for expanding our study of the potential impact of the location and design this project will have on the environment. The Arkansas Highway Department has estimated that $1.5 million will be required to "conduct field surveys necessary to locate and design the bridges and approaches, and to conduct a detailed environmental impact study of the area, and obtain geotechnical information in order to determine what type of foundation would be best suited for the bridge".

Great River Bridge Project - continued

The improved access to transportation which will follow the completion of the Great River Bridge can have a pivotal and profound impact on the economic vitality of this region of the Lower Mississippi Delta. It is all too clear that the sustained commitment of Congress is vital for the continued progress of this project which will have a direct impact on eighteen counties in Arkansas and Mississippi. Therefore, I urge the Committee to approve a request for $1.5 million to advance the environmental impact study for the Great River Bridge Project.

Mr. Dean will provide a detailed response to the stated position of the Federal Highway Administration's opposition to this important project. Because I believe it is the intent of Congress that this work proceed toward its ultimate successful conclusion, I urge the Committee to pay close scrutiny to all the facts which surfaced as a result of the initial feasibility study. I am confident the Committee will recognize that the continuation of this essential project should not hinge simply on "projected" traffic counts. Mr. Chairman, you can be certain that Mr. Dean's requests for continued Congressional support of the Great River Bridge Project has my strong endorsement.

Mr. **Anthony**. I would just like to make note of one thing. We are all aware of a letter that has been received by the Committee indicating there may be some problem with a traffic count. The problem that we have with a letter or a feasibility study conducted back at the end of 1989 would prohibit us from gathering the needed and the necessary data to show that this is a needed and a necessary, and would be an economically viable and sound project. So my testimony will reflect that I support wholeheartedly what these witnesses will be requesting from this subcommittee. And I thank you.

Mr. **Lehman**. If you have the time you can recognize them.

Mr. **Anthony**. And then—yes. Mr. Charles Dean on my immediate right will be presenting the testimony and Mr. Jerry Butler is on his right. Mr. Ancil Cox is on the far left. And Mr. Brother Wilson is to my immediate left.

Mr. **Lehman**. And Jamie Whitten send his regards to Mr. Dean.

Mr. **Dean**. Thank you, Mr. Chairman. I will proceed on, and I am delighted to be here now that we have our authority members here. Jerry Butler represents the consulting firm of Howard, Needles, Tanneman and Bergendorf. And you have our written testimony. Some of it includes from different public groups such as mayors and county official and state officials. There is a statement from the Governor of Mississippi. All supporting this project. And I will not go into very deep details on that. I would like to make a few statements and then maybe let our consultant make a statement or two.

The authority was established by compact legislation passed by both state legislatures and ratified by the Congress in 1986. The authority's purpose has been to assess the feasibility of the construction of a highway and/or railroad bridge across the Mississippi at Rosedale, Mississippi.

Through an appropriation of the U.S. Congress, the authority hired the firm of Howard, Needles, Tanneman and Bergendorf, and they conducted the feasibility study. That is this thick book. That was completed in November of 1989. It was supposed to study the transportation and the economic development potential the bridge could have on perhaps the most impoverished region of the United States. And we are talking about the lower Mississippi and Arkansas Delta sections.

This report came out with an option two of the highway bridge option with a railroad structure possibly underneath it across the main span of the Mississippi River. And it came out with a cost of $124.4 million. This includes the highway improvements on both sides of the river, and has an average benefit cost ratio of 6.44 to one. We feel like that is a high good cost benefit ratio. And any way you look at it, it is anywhere from plus 4.1 on up with all the options.

Twenty-two percent of our region's personal income is derived from the transfer of payments. Approximately $450 million annually is from the various public sectors assistant programs—Medicare even. This welfare figure is shocking when compared to the total construction cost of $124.4 million. We feel like with a 20 percent savings to the Federal Government on these incentives that in savings alone in two years, we pay for the bridge.

Now we do have a statement from the Federal Highway Administration that they only took in consideration of traffic counts. We certainly did not ever believe a bridge would be built across the Mississippi River with the present traffic counts on the minor highways on both sides of the river. We do feel that the economic studies and the economic forecasts will bring this area up to a high standard to the standards of the rest of the United States in the future, and the human resources are there.

The natural resources in that area are there, but we certainly lack transportation. And this will be a major investment in the state, Federal and local governments to put this bridge across the river.

We certainly appreciate Congress for recognizing the potential of the great river bridge when they authorized the funds for the study. We are recommending that we continue with the studies on this bridge. The money was allocated by Congress of $475,000 for the study. We approximately spent $350,000 of that money. So we feel like we have watched the money real close in this feasibility study that has been done so far.

The lower Mississippi Delta Development Commission which will make a report back to Congress next month is certain to have this bridge in as one of the high priorities in the lower Delta regions to upgrade the economy.

At this time, with your permission, I would like to call on Mr. Butler to review a little of how they come up with the economic studies and what their bearings were on it.

Mr. Butler. Mr. Chairman, to begin a study of this type and to address the directive that we understood from Congress, and that was to consider the potential economic benefits of a project of this magnitude, we set about to develop a scope of services that involved some 16 tasks, nearly half of which were to address the economic issues.

At the time that the scope of services were developed, we had what we thought was the full concurrence of FHWA. Our work began on November 4, 1988 and during the following eight months, we held five progress meetings of which we had representatives from everyone interested in the project, two public meetings and three newsletters were distributed throughout the area.

Just briefly, I would like to share with you the magnitude of the project with a couple exhibits.

Mr. Lehman. If you have a small print of that, we can include that in the record.

Mr. Dean. I think all these maps in a small scale are in this report. We do have some compliance reports which I understand are in the record.

Mr. Butler. This particular location map happens to show the area immediately west of Rosedale, Mississippi and shows the area where we were proposing to cross the Mississippi from this being the eastern levy; this the western levy in Arkansas. That is some distance for approximately seven miles. So we have quite a river crossing to deal with here. The type of structure that we have included in our report from an engineering point of view is a cable stay type structure, and I also have an exhibit here to share with you.

This particular bridge is unique in the extent that we would also propose to have a lower deck to accommodate a future potential rail service. If that does not materialize, obviously the second deck or the lower deck could be used as a second set of roadway for vehicular traffic. Our draft report on this project was submitted July 13, 1989. On August 7th in the following month, we received a letter from FHWA that challenged the discount rate applied to the economic benefits associated with this report. We had used a seven and half percent rate. They felt that a 10 percent was more appropriate.

We went back and refined the report and included both the seven and a half and the 10 percent discount rate, and the bottom line is that the benefit to cost ratio is still extremely favorable using the 10 percent value. Our final report was then submitted in November of 1989. And I have here in front of me that report that I am making reference to.

Then on February 23rd, FHWA submitted a letter. I would like to read a couple items from it. "The Federal Highway Administration is submitting the report on the results of the Arkansas Mississippi great river bridge study. This letter constitutes our study report." I would like to note that that is two pages. "In addition, we are enclosing a technical report entitled the great river bridge, which provides the technical basis for our study conclusions and recommendations." What was referenced there was, in fact, this document which was the study prepared by the compact authority.

It goes on to say that during the course of this study, factors relating to the design, right-of-way, construction, maintenance, traffic and financing of a highway rail facility were considered, and that is correct. But we also considered the economic benefit issue, which happens to be missing from this particular letter.

We thought we had been addressing the directive of Congress when we began this report, and naturally we were surprised at the content of this FHWA letter, because we thought we had been in agreement with them since we started the project in November of '88. They were with us when we developed the scope of services.

Again, I would like to close by saying that we still believe, even with the differences that may exist, that there is a very definite positive benefit to cost ratio on this project.

Mr. **Dean**. Thank you, Mr. Chairman. In our closing statement, I would like to express our appreciation to the Congress for recognizing the potential of the great river bridge project. We recommend the continuation of this project. We will be talking about funding for the additional studies and the final design of the bridge. We feel like this will be called the Delta Bridge, probably, because it is conceived with the delta concept in the middle spans. We feel like it will upgrade our whole area and bring us again, as I said before, up to the national level. And we certainly appreciate the time you all have given us.

Mr. **Lehman**. Thank you very much. We do have a letter from Congressman Espy in support of this. And you have Mr. Whitten on board. What's your problem? [Laughter.]

Mr. **Dean**. Thank you, sir.

[The prepared statement and accompanying materials follow:]

STATEMENT

PRESENTED BY

CHARLES DEAN AND L. W. "BILL" CLARK

CO-CHAIRMEN

ARKANSAS-MISSISSIPPI

GREAT RIVER BRIDGE AUTHORITY

BEFORE THE

SUBCOMMITTEE ON TRANSPORTATION

COMMITTEE ON APPROPRIATIONS

U. S. HOUSE OF REPRESENTATIVES

WEDNESDAY, APRIL 25, 1990

Mr. Chairman, we are Charles Dean and L. W. "Bill" Clark, Co-Chairmen of the Arkansas-Mississippi Great River Bridge Authority. This Authority was established by compact legislation passed by the legislatures of both Arkansas and Mississippi and ratified by the United States Congress in 1986. The Authority's purpose has been to assess the feasibility of the construction of a highway and/or railroad bridge across the Mississippi River at Rosedale, Mississippi.

Through an appropriation from the U.S. Congress, the Authority hired the respected firm of Howard Needles Tammen and Bergendoff to conduct the feasibility study on the project. The engineering firm conducted the study in association with Hammer, Siler, George Associates to assess the economic benefit of the project because the Congress recognized the need to study the bridge for economic development purposes. The intent of the project has been since its inception to assess the transportation and economic development potential the bridge could have on, perhaps, the most impoverished region of the United States.

The feasibility report was completed and submitted to the Great River Bridge Authority for review in November 1989. The Authority, after careful consideration, selected Option 2 of the Highway Bridge Options with the bridge being constructed with the main Mississippi River span built to allow future expansion capabilities for additional highway lanes or a rail crossing. The cost of the selected option is $124.4 million with an average benefit/cost ratio of 6.44 to 1.

The proposed bridge project will address interconnecting the primary Federal Highways, U.S. 61 on the Mississippi side with U.S. 65 on the Arkansas side. This interconnecting will be a valuable asset to the Great River Road system paralleling the Mississippi River in both states, both for tourism and economic development of the area. The report reflects a national transportation impact along with regional development.

The project's direct local impact area consists of eighteen counties - nine in Arkansas and nine in Mississippi. The unemployment rate of the area is 12.2 percent well above the national average of 6 percent. Twenty-two percent of the region's personal income derives from transfer payments. Of the total, approximately $450 million annually is from various public assistance programs including medicaid food stamps and AFDC. This welfare figure is shocking when compared to the total construction cost of $124.4 million.

New jobs resulting from the project are estimated at 1,000 - 3,000 construction jobs and 3,017 - 7,740 permanent jobs. It can be assumed that many of these jobs will be filled by under - or unemployed persons and, thereby, eliminate part of the need for the voluminous amount of federal welfare funds transferred to the area. The study estimates this figure to be at least 20 percent. The potential savings in public assistance alone in one year is well over half of the cost of the total project. This savings alone should make the bridge an investment worthy of consideration.

The Federal Highway Administration has stated its position against the Great River Bridge Project based on existing traffic counts and did not even consider the economic development potential. In addition to those benefits referenced above, there are many more to be considered. The project area is heavily dependent on federal funds through welfare programs. In addition to these, our area is dependent on federal dollars for education, health care facilities, water and sewer systems, etc. The increase in the tax base that would result from the construction of the bridge could lessen our reliance on these federal funds as well. Realistically speaking, the savings of these federal dollars can be counted twice because we would be generating tax producing jobs and facilities and also eliminating dependence on federal programs by a great number of these people.

The Arkansas-Mississippi Great River Bridge Authority urges the Committee to fully review the Study and its recommendations. We feel that this project will not only be a valuable asset to the future transportation network of the Nation, but also allow a depressed area of our country to begin to become a vibrant factor in the economies of same. This section of the Mississippi River Delta has an abundance of natural and human resources, but desperately needs a push in transportation facilities to arrive at its full potential. We feel that this bridge project can be the catalyst to bring these dreams to fruitation. We urge Congress to accept this study on its merits, not only on traffic counts, but on the economic impact, both on a local and national basis.

In closing, the Authority expresses its appreciation to the Congress for recognizing the potential of the Great River Bridge Project when it ratified the compact legislation and when it appropriated funds for the study. The foresight that Congress has shown with this project, as well as establishing the Lower Mississippi Delta Development Commission, illustrates that these projects continue to build the foundation of this country by providing the infrastructure needed to spark economic growth. The Great River Bridge Authority recommends continuation of this project; the Lower Mississippi Delta Development Commission is certain to recommend it; and we urge favorable consideration by the Congress.

We appreciate the opportunity to testify here today and thank you for your consideration.

HNTB HOWARD NEEDLES TAMMEN & BERGENDOFF
ARCHITECTS ENGINEERS PLANNERS

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Kansas City, Missouri
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P.O. Box 419299
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April 19, 1990

Mr. Bill Clark
Mr. Charles Dean
Co-Chairmen
Great River Bridge Compact Authority
Third Street at Pearman Road
P. O. Drawer 490
Cleveland, Mississippi 38732

Re: Written Testimony to Subcommittees on Transportation and Related Agencies Committee on Appropriations

[illegible]

selected by the Authority, a very positive benefit/cost ratio of over 4/1 is forecast.

In addition to the direct short-term benefits that would occur during the three-year construction period, specific long-term local benefits are projected to include expansion of existing industrial establishments, recruitment of new industries, higher levels of commercial travel and tourism, and expansion of the regional transportation industry. As a result, both employment and income levels can be expected to rise in the Delta region. The degree to which this occurs will depend upon whether a highway only or a combined highway/rail bridge is constructed.

Partners Charles T. Hennigan PE, Daniel J. Spigai PE, John L. Cotton PE, Francis X. Hall PE, Robert S. Coma PE, Donald A. Dupies PE, William Love FAIA, Robert D. Miller PE, James L. Tuttle, Jr. PE, Hugh E. Schell PE, Cary C. Goodman AIA, Gordon H. Slaney, Jr. PE, Harvey K. Hammond, Jr. PE, Stephen G. Goddard PE, John W. Wight, Jr. PE, Richard D. Beckman PE
Associates Kendall T. Lincoln CPA, Roberta W. Smithem PE, Harry D. Bertossa PE, Ralph E. Robison PE, Cecil P. Counts PE, Stanley I. Mast PE, Robert W. Anzia PE, Walter Sharko PE, James O. Russell PE, Ross L. Jensen AIA, Frank T. Lamm PE, H. Jerome Butler PE, Blase M. Carnere PE, Michael P. Ingardia PE, Bernard L. Prince PE, Stephen S. Gunn PE, Saul A. Jacobs PE, Ewing H. Miller FAIA, Douglas C. Myhre PE, Carl J. Mellea PE, Daniel F. Becker PE, Richard L. Farnan AIA, Donald P. Keuth PE, Douglas E. Prescott PE, Ronald L. Hartje PE, Robert W. Luscombe PE, Thomas L. Williams AIA, Dennis E. Conklin PE, John E. Kupke PE, Rodney P. Pello PE, Steven M. Reiss AIA, Robert A. Leick PE, Glenn D. Sedulsky PE, Benjamin A. Whisler PE, Roger S. Austin PE, John D. Brothers PE, Charles L. O'Reilly, Jr. PE, Robert M. Sloan PE, Douglas A. Boyd AIA, Raymond J. McCabe PE, Thomas A. Skinner PE, Paul A. Yarossi PE
Offices Alexandria, VA, Atlanta, GA, Baton Rouge, LA, Boston, MA, Charleston, WV, Chicago, IL, Cleveland, OH, Dallas, TX, Denver, CO, Fairfield, NJ, Hartford, CT, Houston, TX, Indianapolis, IN, Irvine, CA, Kansas City, MO, Lexington, KY, Lexington, MA, Los Angeles, CA, Miami, FL, Milwaukee, WI, Minneapolis, MN, New York, NY, Orlando, FL, Overland Park, KS, Philadelphia, PA, Phoenix, AZ, Raleigh, NC, Seattle, WA, Tampa, FL, Tulsa, OK, Wilmington, DE

Letter to Mr. Charles Dean
April 19, 1990
Page 2

2. In addition to local benefits, regional and national benefits are possible depending on future potential uses of the bridge such as: defense access routes; future rail development; movement of hazardous materials; access to proposed wayport; and shipment of goods to other areas and modal terminals.

3. Funding a project of this magnitude from local sources is beyond the capabilities of the Arkansas and Mississippi Highway programs. Based on current Federal Highway Administration apportionment formulas, demonstration funds may be the best way to attain equity and finance this needed facility.

When Congress established the Great River Bridge Compact in 1986, it had some reason to believe this bridge could promote economic development. The result of the 1989 study supports this concept and justifies continued pursuit of this objective.

Very truly yours,

HOWARD NEEDLES TAMMEN & BERGENDOFF

H Jerome Butler

H. Jerome Butler, P.E.
Associate

HJB/sh

STATEMENT

PRESENTED BY

BOLIVAR COUNTY BOARD OF SUPERVISORS

BOLIVAR COUNTY, MISSISSIPPI

BEFORE THE

SUBCOMMITTEE ON TRANSPORTATION

COMMITTEE ON APPROPRIATIONS

U. S. HOUSE OF REPRESENTATIVES

WEDNESDAY, APRIL 25, 1990

Mr. Chairman, I am Victor Baioni, Vice President of the Board of Supervisors, Bolivar County, Mississippi and I sincerely appreciate the opportunity to provide written testimony before your Subcommittee on Transportation.

We are deeply concerned about the report filed with your Subcommittee by the Federal Highway Administration which objects to the feasibility of a highway bridge across the Mississippi River linking Desha County, Arkansas with Bolivar County, Mississippi. The report states the position that the Great River Bridge Project is not feasible because of existing traffic counts. We would never have been so bold as to consider a project of this nature based solely on existing traffic counts. Our purpose for seeking the realization of this project is much broader in scope than just benefiting highway users in Bolivar and Desha County. Since July, 1984 when community leaders in Desha County, Arkansas and Bolivar County, Mississippi began talking about a bridge across the Mississippi River, our whole thrust has been to stimulate economic growth and productivity in our respective regions on each side of the River.

Regardless of how people perceive transportation, a known truth is that mobility is a correlate of progress. The two are inseparable as we move into the twenty-first century. The mobility of people and goods is prerequisite for greater economic productivity in the nation's dynamic economy. Without cities, industrialization, or technology there would be no transportation problem as such.

Bolivar County is in the heart of one of the most impoverished areas in the United States. Our citizens are heavily dependent on transfer payments and unemployment levels are consistently 5 to 7 percent above national averages. Rejecting this project on the basis of existing traffic counts falls far far short of our goals. A bridge linking our regions will provide a catalyst for future economic growth and will give our Delta areas an opportunity to compete economically with the rest of the nation.

The feasibility report prepared for the project by Howard Needles Tammen and Bergendoff in association with Hammer, Siler, George Associates indicated a cost for the bridge of $124.4 million dollars with an average benefit/cost ratio of 6.44 to 1. New jobs resulting from the project are estimated at 1,000 - 3,000 construction jobs and 3,017 - 7,740 permanent jobs. The project is feasible and will be a positive influence in lowering our unemployment levels and reducing our dependence on federal assistance programs.

Mr. Chairman, and members of the Subcommittee, we are testifying to our future. Let's not be short-sighted in our vision. We respectively request that you consider the long-term economic benefit that can result from this project.

Respectively submitted,

Victor Baioni

VICTOR BAIONI
Vice President, Board of Supervisors
Bolivar County, Mississippi

STATEMENT

PRESENTED BY

DR. J. Y. TRICE, MAYOR

CITY OF ROSEDALE, MISSISSIPPI

BEFORE THE

SUBCOMMITTEE ON TRANSPORTATION

COMMITTEE ON APPORIATIONS

U. S. HOUSE OF REPRESENTATIVES

WEDNESDAY, APRIL 25, 1990

Mr. Chairman, on behalf of the City of Rosedale, Mississippi I want to urge our strong support for the furtherance and realization of the Great River Bridge.

Statistics indicate that our area is the most impoverished across our great nation. Our unemployment level is way above the national average and about 70% of the people in my city are low income residents. While the Federal Highway Administration says there is no need for the bridge, we say that infrastructure like it is the only thing that can save us. A project of this magnitude would certainly be the catalyst for positive economic change for both of these states.

In addition to the poverty and unemployment problems, our area suffers from underfunded schools and inadequate health care, among other things. The economic benefit the Great River Bridge would bring to the area would generate the tax base needed to raise these facilities to the level needed.

We urge the Congress to consider the economic benefit of the Great River Bridge as a viable solution to the problems of our impoverished region.

Statement

Presented By

Martin T. King, Jr. Mayor

The City of Cleveland, Mississippi

April 25, 1990

before the

Subcommittee on Transportation and Related Agencies

of the

Committee on Appropriations

of the

U. S. House of Representatives

Mr. Chairman, I am Martin T. King, Jr., Mayor of The City of Cleveland, Mississippi, and I appreciate the opportunity to present this statement to this subcommittee.

You have before you stacks of documents - all ably prepared with statistics, plans, and costs. The maps and figures say a great deal, and I realize you have to deal in figures. Your decisions are not easy, and I do not envy you your tasks. But I would like to compress all of these statistics, facts, maps, and documents down to what they look like to those of us who live those cold facts and figures. Let's look at them in human terms.

I am advised that the Federal Highway Administration has filed its report with you which objects to our request for a bridge across the Mississippi River in the very heart of the Mississippi Delta, an area I would like for you to know as I know it. I have not been able to read the report in full, and I am certainly not familiar with its technical criteria and guidelines. I respect the Federal Highway Administration and its needs and the confines within which it must work, as we all must. I cannot disagree that this country is full of highways and bridges variously and desperately in need of maintenance, repair, expansion, and extension. They are expanding everywhere. That continuing need for expansion is what this country is built on.

Bear in mind, however, these bridges and highways are in places already served by good highways, good bridges, and good transportation facilities, and they are already reaping the benefits from them. It may certainly be said to be axiomatic that "good infrastructure begets economic development and prosperity." The majority of this nation is bustling with economic activity and prosperity. We are not.

Unfortunately, if the Highway Administration is able to deny transportation infrastructure where there is less economic activity, then those of us with lagging economies will never get highways and transportation. If we happen to need better transportation in order to make changes and progress, and in order to have that prosperity and growing economic activity, then we can never get it. The axiom has simply become that "good infrastructure begets...more good infrastructure!" and those of without any will have to wait forever. I do not believe that is your goal.

My perspective now becomes obvious. This is what facts and figures look like to us as I solicit your support for the Great River Bridge. Help us take this leap forward by thrusting better transportation straight through the middle of possibly the poorest and most economically depressed area in the United States.

Such an area can never pull out if it has to compete for financial resources and infrastructure on the premise that if we don't have any, we don't need any. This is the effect of the goal of the Highway Administration. We see your function as a Committee of Congress to look farther ahead than that.

Mr. Chairman, I was born at Vicksburg, Mississippi. I have spent my adult life in business halfway between Memphis and Vicksburg, where it has been my good fortune to serve as Mayor at Cleveland. This area is known as the Yazoo-Mississippi Delta. Sprawling from Memphis to Vicksburg, it is an alluvial plain over two hundred miles long and some seventy miles wide at its middle. It is home to hard working people who are as ambitious for their families as are any in this world. Probably no place in this country evokes a more majestic vision of the Mississippi River than Vicksburg; the Delta is always called a "rich alluvial plain" with emphasis on the "rich." Rather than apologize for our deficiencies, we pridefully gloss over them. But the majesty and richness pale under even casual scrutiny. Let's take a look.

Those of us who achieve success settle, more or less willingly, for less than what the mainstream has to offer. The sentiments, ties, and other pleasantries that bind us to this great area have managed to compensate for our economic shortcomings. But sentiments and ties that bind cannot compete with the hard economic realities that face our children and that face those among us who have not been so fortunate as to achieve this modicum of success.

Our bright young people have to leave their families and familiar surroundings and head for the Houstons, the Phoenixes, and the Silicon Valleys, where everything is not only rosy, but everything is something in your pocket, and that bright horizon is out there. Not only is this in marked contrast to the less [illegible]

endure. Our collective pride compels us to gloss over our misfortunes and to make-do. We are used to tugging at our boot straps -day in and day out -and making-do; and we don't really like to be caught whining about it.

What I am trying to say is that the poor circumstances of the people of our area are not due to their sloth, laziness, old-timey thinking, failure to accept change, or the dozens of other pat cliches glibly thrown around to belittle our plight in an otherwise ambitious and progressive society. Our circumstances are what they are, and this bridge and what it has to offer is the kind of assistance that will produce changes.

All of a sudden everybody's talking about volunteerism and the thousand points of light. It's like somebody just discovered this, and "Eureka!" it will solve all our problems. Nobody could agree more than ourselves that volunteerism must augment and assist to carry the burden dumped on our governments and taxpayers. Daily we are seeing the many ills that cannot be cured by throwing money at them. But nobody knows better than we do that volunteerism and local effort are not going to replace cold hard cash. It may help; but replace? Never. I would venture to say that volunteerism is more alive and kicking in the Mississippi Delta than anywhere in the world. The great strides that we have made to change from a reconstructed agricultural economy to a diversified economy have all been accomplished with hours, days, weeks, and months of volunteer effort. When you're short on money like we are, volunteer effort is all you've got left. Unpaid citizens of my city have buckled down for years and planned what our meager tax resources have been able to bring about. The vision of this bridge was born to those volunteers striving toward the horizon. It was not conceived by the consultants, planners, or the bureaucrats, so to speak; it was conceived in the hearts and minds of those of us who realize that changes have to be made and now is the time to make them.

Mr. Chairman, we are your people who have "paid our dues"; we have "done our homework"; and now we need your assistance, which we realize is the assistance of the generous people all over this nation who agree that our problems are everybody's problem. We have not made them alone, and we cannot solve them alone.

We are making those boot strap efforts in education, but poverty, economic depression, lagging education, and a struggling economy remain a vicious cycle that can be arrested with giant resources like the Great River Bridge.

We are a nation that can respond generously to the needs of the least among us, and among the other nations of the world. I believe you will agree that this nation must respond and assume the risk, if any, that the economic benefits to be opened up by the Great River Bridge far, far overshadow those needs in our affluent areas proposed to be addressed and met by the Federal Highway Administration under what it considers its mandate.

Mr. Chairman, and members of this Committee, bridges and highways already in place and in need of repair and expansion are far, far better than no bridge at all. We have none at all. We ask you to look beyond the stated goals of the Federal Highway Administration and throw us a lifeline. Don't see this as just another handout and pork barrel. It will be here for all to use as a vital link in the national transportation system. Invest in the Great River Bridge and we promise you will see results from it.

Thank you for allowing me to make this presentation.

Respectfully submitted,

Martin T. King, Jr.

[redacted]

STATEMENT
PRESENTED BY
BROTHER WILSON, PRESIDENT
CLEVELAND-BOLIVAR COUNTY
CHAMBER OF COMMERCE
AND
INDUSTRIAL DEVELOPMENT FOUNDATION
BEFORE THE
SUBCOMMITTEE ON TRANSPORTATION
COMMITTEE ON APPROPRIATIONS
U. S. HOUSE OF REPRESENTATIVES
WEDNESDAY, APRIL 25, 1990

Mr. Chairman, I am Brother Wilson and I presently serve as President of the Cleveland-Bolivar County Chamber of Commerce, as well as a member of the Arkansas-Mississippi Great River Bridge Authority. This Authority was established by compact legislation passed by the legislatures of both Arkansas and Mississippi and the United States Congress in 1986. The Authority's purpose is to assess the feasibility of the construction of a combination highway/railroad bridge across the Mississippi River at Rosedale, Mississippi.

Transportation is often the most critical site selection factor for manufacturing and distribution firms seeking new locations. The lack of adequate transportation networks in rural America hinders job creation daily.

The project area of the proposed Great River Bridge is, perhaps, the poorest region in the United States. The project impact area consists of eighteen counties in Arkansas and Mississippi where the unemployment averages 12.2 percent compared to the nation's average of 6 percent. Per capita income of this region for 1986 was $8,859 compared to $14,609 for the nation. In addition, 22 percent of the region's personal income derives from transfer payments compared to the United States total of 14 percent.

The project area has been devastated in terms of employment opportunities and population loss resulting from the mechanization of agriculture. Farm employment which was the leading source of jobs for the area has fallen 63 percent from 1969 to 1986. Many people have left the area seeking employment elsewhere while many remain unemployed.

With this massive loss of jobs, our community was left looking for industrial and other jobs, but without the proper infrastructure to attract them. The local communities have worked and continue to do everything within their means to make the necessary improvements to attract industry. For example, in Bolivar County we have built a port complex on the Mississippi River and three industrial parks. We have also developed water and sewer systems for industrial expansions and have made improvements to our airport. Unfortunately, we do not have the resources to develop our existing highway network and to build a bridge to give us access across the river.

The Great River Bridge Authority has reviewed the feasibility study on the bridge project and selected a plan that yields a very positive cost/benefit ratio -- 6.00 to 1. A synopsis of the benefits is as follows:

*Construction of the bridge would result in a temporary increase in local employment, income, business revenues and sales taxes during the construction period.

*Improved accessibility would allow existing businesses to be more competitive by cutting production and distribution costs, which could in turn increase both the economic and geographic markets.

*Improved accessibility will make the region more competitive with other locations in recruiting new industry. The study estimates the creation of some 7,000 new manufacturing jobs for the project impact area. These jobs would, in turn, stimulate the creation of another 4,410 non-manufacturing jobs.

*The bridge would increase tourism and travel-related business in the region. The consultants estimate an increase of $5 million in Bolivar and Desha Counties alone.

*The bridge will provide an alternate route for the movement of defense-related and hazardous freight. Currently, these shipments must move through major metropolitan areas where there is an inherent danger due to the density of the population and where movements are often delayed up to five days because of the traffic congestion.

*The bridge would create a multimodal transportation center at Rosedale; combining port, rail and highway transportation facilities and also the possible construction of a wayport some 30 miles from Rosedale.

*The bridge would improve intraregional accessibility to alternative education and training, employment, recreation and medical opportunities. For example, enrollment at Delta State University in Cleveland and the University of Arkansas at Pine Bluff would increase upon completion of the project.

*Improved transportation would result in higher farm incomes by reducing transportation and shipping costs.

In conclusion, we appeal to the federal government to help us put in place the infrastructure that we need to stimulate the economic growth that we need. The federal government has already stated its commitment to helping rural America by establishing the Lower Mississippi Delta Development Commission to take a hard look at the most impoverished rural region in our country and to make recommendations for improving this area. The Great River Bridge Project goes hand-in-hand with this concept and is certain to be a part of the Commission's recommendation because of the tremendous impact it can have in helping the most critical part of this region to grow.

BAIN L. POOLE
Desha County Judge
P.O. Box 188
Arkansas City, Arkansas 71630

Telephone (501) 877-2426

Statement
Presented by
Bain Poole
County Judge, Desha County, Arkansas
Wednesday, April 25, 1990
Before the
Subcommittee on Transportation and related Agencies
of the
Committee on Appropriations
of the
U.S. House of Representatives

Mr. Chairman, I am the county judge of Desha County, Arkansas, and I thank you for the opportunity of providing written testimony in behalf of the Arkansas-Mississippt Great River Bridge Project.

Desha County's governing body, the quorum court, has twice officially adopted resolutions in support of this project, and continues full endorsement.

We have undergone a decade in which our population has endured a depression with double-digit unemployment and great dependency on transfer payments and food stamps. Our people are constantly in the quest of jobs, and we believe that the 1,110 construction jobs, or more, which would be provided by dridge construction would be the kind of economic boost we very much need.

Moreover, the proposed bridge would tie in with the Yellow Bend Port now being completed at the Desha-Chicot line on the Mississippi River and with rail transportation. Improved accessibility would allow existing agricultural and timber businesses to be more compeitive, and encourage the location of additional industry, It would further encourage tourism, bringing this income to the area.

I respectfully ask your full consideration of this project on the basis of it bringing economic development and thus allowing our citizens to become less dependent upon transfer payments, We believe this investment will be fully repaid and more, considering that reducing federal payments will result.

Respectfully submitted:

Bain Poole

Bain Poole, County Judge
Desha County, Arkansas

Representative
CHARLOTTE TILLAR SCHEXNAYDER
BOX C
DUMAS, ARKANSAS 71639

DISTRICT 85
Part of Desha County
Part of Arkansas County
Part of Phillips County

STATE OF ARKANSAS
House of Representatives

COMMITTEES
MEMBER
Education
City, County and
Local Affairs

Statement
Presented By
Charlotte T. Schexnayder
Arkansas State Representative, District 85
Wednesday, April 25, 1990
before the
Subcommittee on Transportation and Related Agencies
of the
Committee on Appropriations
of the
U.S. House of Representatives

Mr. Chairman, I am the District 85 representative in the Arkansas House of Representatives and I appreciate this opportunity to offer written testimony in behalf of the Arkansas-Mississippi Great River Bridge, connecting Southeast Arkansas and Northeast Mississippi.

This proposed bridge, from Desha County, Arkansas to Bolivar County, Mississippi, would connect U. S. Highway 65 in Arkansas and U. S. Highway 61 in Mississippi, as well as providing an east-west connection where none now exists. Bridge compacts were passed by both states in 1985 and later ratified by the Congress, which also provided $475,000 for a feasibility study. Completed at the end of 1989, the study shows benefit-cost ratios of 4.74 to 5.58, depending upon specific routes, in terms of economic development which this area along the Mississippi River desperately needs.

If we are to break the poverty which grips the area, one answer lies in improvements in the infrastructure which lead to job creation. In Desha County, Arkansas, which I represent, 37 per cent of the people receive some kind of government payments and the unemployment rate has been twice the national average during most of the 80's.

As a state, Arkansas is placing a heavy emphasis on education to upgrade literacy. The other need is job creation. Federal and state investments in the infrastructure can open this area to commerce, industrialization and business development, which will help to reduce the large outlay by the federal government for transfer payments. Infrastructure investment will pay for itself in terms of reduced federal payments.

We feel that the Federal Highway Administration has completely ignored the economic implications of the Arkansas-Mississippi Great River Bridge, focusing only on traffic projections, which, at best, are simply a guess. Construction of other bridges along the Mississippi has led to economic opportunities and population growth of the cities on those routes.

I ask your full consideration of the merits of this project on its economic impact. Thank you.

Respectfully submitted:

Charlotte Tillar Schexnayder

Charlotte Tillar Schexnayder

CITY OF McGEHEE
P.O. Drawer 612
Telephone 222-3160
McGEHEE, ARKANSAS 71654

Statement
Presented By
Rosalie S. Gould
Mayor of McGehee, Arkansas
Wednesday, April 25, 1990
before the
Subcommittee on Transportation and Related Agencies
of the
Committee on Appropriations
of the
U. S. House of Representatives

Mr. Chairman, I am Mayor of the City of McGehee, Desha County, Arkansas, and I am pleased to have the opportunity of sending this written testimony to you in behalf of the Arkansas-Mississippi Great River Bridge.

This project is of great significance to Southeast Arkansas, since unemployment has been running over 10 per cent in recent months and as high as 18 per cent in the 80's. Many of our people receive transfer payment and food stamps from the government, but they are not shiftless people. They continue to seek employment here because they do not want to move elsewhere. Indeed, to prevent out-migration of the population, we must be able to generate economic development.

The Arkansas-Mississippi Great River Bridge would bring about that economic impetus we so badly need. In addition, it would open our area to east-west traffic, resulting in additional industrialization, tourism and business growth.

We are doing as much as possible to help ourselves, working on improving our towns and cities, upgrading our schools and trying to provide a better way of life for our citizens. We cannot, however, achieve this needed bridge without your help.

The feasibility study showed the Arkansas-Mississippi Great River Bridge totally feasible in terms of economic development. We fervently hope you will concur.

Thank you, Mr. Chairman.

Respectfully submitted:

Rosalie S. Gould

Rosalie S. Gould, Mayor

RESOLUTION

WHEREAS, the City of McGehee, Arkansas has long been concerned about the high unemployment rate, the high illiteracy rate, and the lack of industrial employment in McGehee, and

WHEREAS, adequate and necessary transportation is lacking in this area, with no four lane roads or bridges, and

WHEREAS, much planning and work has gone into a program to update this area to attract industry, tourism and visitors, and

WHEREAS, economic development is vital to the stability of McGehee's economy, and

WHEREAS, the construction of the Great River Bridge connecting Desha County, Arkansas and Bolivar County, Mississippi, is of the utmost importance to Southeast Arkansas,

BE IT THEREFORE RESOLVED BY the City of McGehee, Arkansas City Council that this organization fully supports the efforts to obtain federal funds, state funds and local funds necessary to construct this vital link to a brighter tomorrow.

Passed by the City of McGehee City Council on this 9th of March, 1990.

Mayor

City Clerk

RESOLUTION

WHEREAS, the McGehee Chamber of Commerce has long been concerned about the high unemployment rate, the high illiteracy rate, and the lack of industrial employment in McGehee,

WHEREAS, adequate and necessary transportation is lacking in this area, with no four lane roads or bridges, and

WHEREAS, much planning and work has gone into a program to update this area to attract industry, tourism and visitors, and

WHEREAS, economic development is vital to the stability of McGehee's economy, and

WHEREAS, the construction of the Great River Bridge connecting [illegible]

[illegible]

James R. Stiles
President

Donna Turner
Secretary

W.E. "Bill" HOPMANN
Mayor

MARY HOWARD
Clerk-Treasurer

CITY OF DUMAS DESHA COUNTY, ARKANSAS

ALDERMEN:
Lewis Ray Baker
Roy Dalton
James Jackson
Bill Morris
Frances Newton
Clay Oldner
T.C. Pickett
Lynn Weatherford

SOME FACTS ABOUT DUMAS:

Population: 6190

North Central Accredited Schools.

U.S. Approved Water Supply.

Location of Dumas Division, Bassett Industries, Hussmann, Dantan, Belden, and 17 Local Industries Natural Gas, Ample Electrical Power; Major Rail Line; Excellent Highways; Freight Transportation.

Located 60 Miles Southeast of Little Rock, 8 Miles West of Arkansas River.

Top Fishing and Hunting Areas within Half-Hour Drive of Dumas

Statement
Presented by
William E. Hopmann
Mayor, City of Dumas Arkansas
Wednesday, April 25, 1990
Before the
Subcommittee on Transportation and Related Agencies
of the
Committee on Appropriations
of the
U.S. House of Representatives

Mr. Chairman, I am Mayor of the City of Dumas, in Desha County, Arkansas, and I welcome this opportunity to tell you how much the Great River Bridge project means to this depressed area of the Mississippi River Delta.

Unemployment in our county is currently 10.5 percent, with many people seeking jobs. The construction of the Arkansas-Mississippi Bridge not only would create an estimated 1,198 to 3,487 jobs during construction, but 3,017 to 7,740 in the long term, thus revitalizing the economy of this Delta region.

We have established an Ed Center in our City to provide literacy classes, early childhood training and college extension courses. But we also greatly need the economic stimulus which infrastructure development would bring.

Dumas City Council, in session April 10, 1990, re-affirmed its full support of this bridge project. I ask your understanding and consideration. Thank you.

Respectfully Submitted:

William E. Hopmann

William E. Hopmann
Mayor of Dumas, Arkansas

RESOLUTION
441

WHEREAS, the City of Dumas has long been concerned about the high unemployment rate, the high illiteracy rate, and the lack of industrial employment in Dumas.

WHEREAS, adequate and necessary transportation is lacking in the area, with no four lane roads, and

WHEREAS, much planning and work has gone into a program to update this area to attract industry, tourism and visitors,

WHEREAS, economic development is vital to the stability of City of Dumas,

WHEREAS, the construction of the Great River Bridge connecting Desha County, Arkansas and Bolivar County, Mississippi, is of the upmost importance to Southeast Arkansas,

BE IT THEREFORE RESOLVED by City Council of City of Dumas that this organization fully supports the efforts to obtain federal funds, state funds and local funds necessary to construct this vital link to a brighter tomorrow.

Passed by the City Council on this 13 day of March, 1990.

Bill Hoffman
Mayor

Mary L Howard
City Clerk

RESOLUTION NO. A-228

RESOLUTION OF THE CITY COUNCIL AND MAYOR OF THE CITY OF WARREN, ARKANSAS SUPPORTING THE EFFORTS TO OBTAIN FEDERAL, STATE AND LOCAL FUNDS NECESSARY TO CONSTRUCT THE GREAT RIVER BRIDGE CONNECTING DESHA COUNTY, ARKANSAS AND BOLIVAR COUNTY, MISSISSIPPI FOR THE VITAL NEED OF ECONOMIC DEVELOPMENT.

WHEREAS, the City Council and Mayor of Warren have long been concerned about the high unemployment rate, the high illiteracy rate, and the lack of industrial employment in Warren and Southeast Arkansas; and

WHEREAS, adequate and necessary transportation is lacking in the area, with no four lane roads; and

WHEREAS, much planning and work has gone into a program to update this area to attract industry, tourism and visitors; and

WHEREAS, economic development is vital to the stability of Warren and Southeast Arkansas; and

WHEREAS, the construction of the Great River Bridge connecting Desha County, Arkansas and Bolivar County, Mississippi, is of the upmost importance to Southeast Arkansas.

BE IT THEREFORE RESOLVED, by the City Council of the City of Warren, Arkansas that this organization fully supports the efforts to obtain federal funds, state funds and local funds necessary to construct this vital link to a brighter tomorrow.

BE IT FURTHER RESOLVED, that the City Council of the City of Warren, Arkansas recommends State Highway 4 be reclassified as a U.S. Highway.

ADOPTED THIS 12th DAY OF March, 1990

R. Gregg Reep, Mayor

ATTEST:

Bertia Mae Lassiter
Bertia Mae Lassiter, City Clerk

WRITTEN STATEMENT
RESPECTFULLY SUBMITTED ON BEHALF OF
ANDREW JENKINS, ASSOCIATE DIRECTOR
ENERGY AND TRANSPORTATION DIVISION
MISSISSIPPI DEPARTMENT OF ECONOMIC AND COMMUNITY DEVELOPMENT

TO THE
SUBCOMMITTEE ON TRANSPORTATION
OF THE
COMMITTEE ON TRANSPORTATION
U. S. HOUSE OF REPRESENTATIVES
WEDNESDAY, APRIL 25, 1990

MR. CHAIRMAN, I AM ANDREW JENKINS, ASSOCIATE DIRECTOR OF THE MISSISSIPPI DEPARTMENT OF ECONOMIC AND COMMUNITY DEVELOPMENT AND I REPRESENT MISSISSIPPI'S GOVERNOR, RAY MABUS, ON THE ARKANSAS-MISSISSIPPI GREAT RIVER BRIDGE AUTHORITY.

MR. CHAIRMAN, PRIOR TO ACCEPTING MY CURRENT APPOINTMENT WITH THE STATE OF MISSISSIPPI, IN MARCH OF 1988 I SERVED FOR FOURTEEN YEARS AS AN ENGINEER WITH THE FEDERAL HIGHWAY ADMINISTRATION AND THE LAST NINE OF THOSE YEARS AS THE PLANNING AND RESEARCH ENGINEER FOR THE MISSISSIPPI DIVISION OF THAT ORGANIZATION.

I HAVE REVIEWED THE GREAT RIVER BRIDGE STUDY FINAL REPORT FROM THE PERSPECTIVE OF BOTH A TRANSPORTATION AND AN ECONOMIC DEVELOPMENT PROFESSIONAL AND HAVE REACHED THE SAME CONCLUSION FROM BOTH VANTAGE POINTS. IT IS WITHOUT DOUBT THAT AN ADEQUATE TRANSPORTATION INFRASTRUCTURE IS IMPERATIVE TO THE ECONOMIC GROWTH AND DEVELOPMENT OF A REGION.

THE GREAT RIVER BRIDGE STUDY REPORT PROVIDES A COMPREHENSIVE ANALYSIS OF THE COST AND BENEFIT OF THIS DIRELY NEEDED TRANSPORTATION FACILITY.

THE FIRMS OF HOWARD NEEDLES TAMMEN AND BERGENDOFF AND HAMMER, SILER, GEORGE ASSOCIATES HAVE USED CONVENTIONALLY ACCEPTED APPROACHES FOR CONSIDERING THE ECONOMIC DEVELOPMENT EFFECTS OF THIS MAJOR TRANSPORTATION PROJECT ON ONE OF THE MOST ECONOMICALLY DISTRESSED AREAS OF THIS COUNTRY AND THE RESULTS VERIFY THAT THE BENEFIT/COST RATIO OF THE RECOMMENDED ALTERNATE IS 6.44 TO 1.

MR. CHAIRMAN, I WAS BORN AND RAISED IN THE MISSISSIPPI DELTA AND I CAN TELL THIS HONORABLE SUBCOMMITTEE THAT THERE IS PROBABLY NOT ANOTHER AREA IN THIS COUNTRY THAT WOULD BENEFIT MORE FROM A TRANSPORTATION PROJECT OF THIS MAGNITUDE THAN THE DELTA REGIONS OF ARKANSAS AND MISSISSIPPI. THE UNEMPLOYMENT RATE OF THIS AREA IS IN EXCESS OF TWELVE PERCENT AND TWENTY-TWO PERCENT OF THE REGIONS INCOME IS DERIVED FROM TRANSFER PAYMENTS. THE CONSTRUCTION OF THIS BRIDGE WOULD INCREASE REGIONAL EMPLOYMENT, INCOME, BUSINESS REVENUES, AND PUBLIC TAX REVENUES DURING THE CONSTRUCTION PHASE. HOWEVER, THE LONG TERM BENEFIT ARE THOSE WHICH WE SEE AS PROVIDING THE IMPETUS TO REVERSE THE DELTA'S DECLINING ECONOMIC BASE AS WELL AS ITS HUMAN CAPITAL. CONSTRUCTION OF THE BRIDGE WOULD:

- SUPPORT EXPANSION OF EXISTING BUSINESSES BY INCREASING MARKETS,
- INCREASE TOURISM WITHIN THE REGION,
- CREATE A MULTI-MODAL TRANSPORTATION NODE,
- INCREASE ACCESSIBILITY TO QUALITY OF LIFE ENHANCEMENTS,
- INCREASE FARM INCOME BY REDUCING TRANSPORTATION COST.

THESE TYPES OF BENEFITS MAY APPEAR TO BE INSUFFICIENT; HOWEVER, PLEASE BELIEVE ME WHEN I SAY THEY ARE REAL TO PEOPLE LIVING WITHIN THIS REGION AND THEY ARE THE TYPE OF BENEFITS WHICH ARE MEASURABLE.

IN CLOSING, THE STATE OF MISSISSIPPI THANKS THE U. S. CONGRESS FOR ITS' FORESIGHT IN AUTHORIZING AND FUNDING THIS IMPORTANT STUDY AND WE THANK THIS HONORABLE SUBCOMMITTEE FOR ALLOWING US TO PROVIDE TESTIMONY IN SUPPORT OF THE STUDY RESULTS. I RECOMMEND THE ACCEPTANCE OF THE REPORT IN ITS ENTIRETY AS PRESENTED BY THE NATIONALLY RENOWNED PROFESSIONAL ENGINEERING FIRM, RATHER THAN THE CURSORY REVIEW COMMENTS PROVIDED BY THE FEDERAL HIGHWAY ADMINISTRATION.

AGAIN, WE THANK YOU FOR YOUR INDULGENCE IN ALLOWING THIS TESTIMONY HERE TODAY AND WE SINCERELY APPRECIATE YOUR SUPPORT FOR THIS PROJECT AND ITS BENEFICIARIES, THE PEOPLE OF THE ARKANSAS AND MISSISSIPPI DELTA.

Andrew Jenkins, Associate Director
Energy and Transportation Division,
Department of Economic and
Community Development
510 George Street
Jackson, Mississippi 39202
(601) 961-4733 FAX (601) 969-7300

WEDNESDAY, APRIL 25, 1990.

FEDERAL HIGHWAY ADMINISTRATION, RAILROAD RELOCATION FUNDS, AUGUSTA, GA, FEDERAL AVAIATION ADMINISTRATION, GWINNETT COUNTY AIRPORT

WITNESSES

HONORABLE DOUG BARNARD, JR., U.S. REPRESENTATIVE FROM THE STATE OF GEORGIA

HONORABLE ED JENKINS, U.S. REPRESENTATIVE FROM THE STATE OF GEORGIA

Mr. LEHMAN. Mr. Barnard and Mr. Jenkins. Were you at the Masters this year?

Mr. BARNARD. Oh, yes, sir.

Mr. LEHMAN. I was looking for you on t.v.

Mr. BARNARD. Well, I did not play this year. [Laughter.]

Mr. BARNARD. Mr. Chairman, I guess you might say that my appearance here is a rite of spring. It comes every year, and I appreciate very much your consideration of our request. And I would like my official statement to be included in the record, and I will just very, very briefly summarize.

Mr. Chairman, if you recall when the Railroad Relocation Bill came up way back in the late 70s — I think it was '78, the railroad relocation program in Augusta was included in that as one of the designated cities. Of course, with money as it has been, we certainly were not going to be able to appropriate the "$100 million" that was estimated to cost for railroad relocation back then.

Mr. LEHMAN. Maybe in 100 years. [Laughter.]

Mr. BARNARD. That is right, in 100 years. But with what the Committee has done for us, we have done very well. And we have done it with what we call a "limited build." In other words, instead of removing the railroad tracks, we have built overpasses, as you very well know. And we have been very, very successful.

Our request this year is that we continue an overpass project that was funded partially last year and for which we need additional funds to complete. Last year, the committee granted $1 million to Augusta to put forward to the $2.973 million cost of this project. And we are asking this year that we could have the additional $1.973 million to complete the construction of this overpass. This amount would completely cover the entire project, the planning, the engineering, the right-of-way acquisition and construction. So I am hoping that the committee would be considerate of this request and help us in this next phase.

Mr. Chairman, let me say just briefly that this is the majority of the portion under our limited build program. We do have one additional project in this particular endeavor, which is going to require a considerable amount of money—six to seven million dollars—but we are going to our state and our local community to ask them to see what funds they can raise before we would make a formal request of this committee.

So with that, I want to say thank you again for your past help, and I certainly appreciate your consideration for this year's request.

On another subject Mr. Chairman, Mr. Jenkins and myself represent a common county. We represent Gwinnett County which is an overflow, really, of Atlanta, Georgia. It has been, for several years, the fastest growing county in America. In fact, it has grown by 78 percent since the last census. And we have a very modest request that we would like to make of the committee. I will let Mr. Jenkins make the presentation, but I want to indicate at this time that I heartily support the request. I think it is a reasonable request, especially in view of the fact that we have a new $20 million airport. So I will now defer to my colleague and the dean of my delegation, Mr. Jenkins.

Mr. **Lehman**. You mean you have an airport for $20 million? Denver wants to spend that many in billions. [Laughter.]

Mr. **Barnard**. That is right. That shows you how reasonable we are down in our part of the country.

[The prepared statement of Mr. Barnard follows:]

STATEMENT OF

CONGRESSMAN DOUG BARNARD, JR.

before the

SUBCOMMITTEE ON TRANSPORTATION APPROPRIATIONS

April 25, 1990

Mr. Chairman and Members of the Committee,

I am honored, as always, to appear before you in my annual plea for funding for the Augusta Railroad Relocation Project. It has become a rite of spring, just like the Masters - which I hope all of you were able to watch this year.

Mr. Chairman, as you are well aware, this Subcommittee under your leadership has seen fit to provide Augusta with reasonable amounts of money which - along with state and local funds - have proven extremely valuable in easing some of the worst traffic and safety problems within the city.

Like so many old cities, Augusta

flourished in the early days because of the railroad tracks which crisscross the downtown business district. Now these same tracks are causing endless traffic congestion and, worse still, alarming safety hazards.

In addition to the danger of train-automobile collisions, Augusta's medical centers - for which the city is known - are cut off to emergency vehicles by the railroads. Clearly such danger is unacceptable.

Last year Congress granted $1 million to Augusta to be put towards the $2.973 million to raise an overpass which has been the site of many problems. Today, I am asking for the additional $1.973 million to complete construction of this project. And I'm glad to report that this price tag covers the entire project - planning and engineering, right-of-way acquisition, and construction.

In looking ahead to the future, Mr. Chairman, I note that with the completion of their current project Augusta will have accomplished most the goals of its Limited Build Plan. This is the plan devised several years ago to construct grade crossing separations at the worst intersections rather than attempting to move the rail lines completely out of the City.

whatever help the Subcommittee deems appropriate.

Mr. Chairman, with my last remaining minutes I would just like to underscore the importance of a request Congressman Jenkins and I have before the Subcommittee for one million dollars for the Gwinnett County Airport to purchase an Instrument Landing System.

FAA has spent twenty million dollars expanding the runway and improving facilities at Gwinnett - which has been the fastest-growing county in the United States for the last two years.

It is inconceivable to me that they did

The remaining project in the Limited Build Plan is the most costly, expected to run between six and seven million dollars. Now I realize that is of a higher magnitude than the Subcommittee would encourage.

Therefore, I have already been in contact with the Georgia Department of Transportation and the City of Augusta to explore the possibility of a higher percentage matching grant. I hope this additional injection of funds from state and local sources will allow Congress to justify beginning a larger project such as this.

Of course, the City and I have always been grateful for the federal support received and will continue to appreciate not finish the job by providing a million dollars for an ILS. As indicated, this is a large population center which is continuing to grow. I believe that the air traffic there is sufficient to warrant sophisticated landing system so that we may assure the safety of our constituents.

I would appreciate any help the Subcommittee can give in that regard.

Thank you again for your time and consideration of my requests, and I would like to turn the floor over to my good friend, Ed Jenkins, at this time. Afterwards I would be glad to respond to any questions.

Mr. **Jenkins**. Thank you, Mr. Barnard. Mr. Chairman, I want to join with Mr. Barnard in seeking some help on an ILS system for the Gwinnett County Airport. I will submit a prepared statement, but I want to talk very briefly about this request and what is happening with air traffic outside of the Atlanta area.

This county, as Mr. Barnard indicated, continues to be one of the fast growth areas. We have over 300,000 people in that one small county at the present time. It is located about 35-40 miles north of the Hartsfield Airport out in the suburban areas on the north side of the city. FAA has spent about $20 million, together with the local authorities, in trying to upgrade this as the private air traffic is being diverted more and more——

Mr. **Lehman**. So it is general aviation.

Mr. **Jenkins**. That is right. Away from Hartsfield Airport, which is constantly congested because of the increased traffic there. It is now rated, I think, as the fifth most used private small airport, in the state. I do not know the exact designation, but I believe it is number five. Right now, Gwinnett County is ranked fifth in Georgia by the National Air Space system plan. Now that is continuing to increase at a very, very rapid rate, simply because of the growth of that county.

For the safety of those using the Gwinnett Airport, it seems logical that the ILS system ought to be installed to accommodate this growth. We are seeking $1 million to complete the upgrading of this airport so that we can have that available for the enhanced safety. And I join Mr. Barnard in making that request.

[The prepared statement of Mr. Jenkins follows:]

STATEMENT OF CONGRESSMAN ED JENKINS
BEFORE THE SUBCOMMITTEE ON TRANSPORTATION
April 25, 1990

Mr. Chairman and Members of the Committee,

I appreciate the opportunity to appear before you to present this request for one million dollars in funding for the Instrument Landing System for Gwinnett County Airport.

Mr. Chairman, Gwinnett County has been the fastest growing county in the nation for the last two years. With such growth, the county needs an airport which can accommodate increased air traffic.

Expansions and upgrades have been made at the facility with the help of $22 million in FAA grants. However, the improvements have stopped short of the inclusion of an Instrument Landing System. At this point, I do not understand why the one million dollars needed to complete the feasibility of this airport has not been provided in appropriations.

Mr. Chairman, I think it is also important to compare the facility in Gwinnett County with other regional suburban airports in the area. Both Dekalb-Peachtree and Fulton County Brown Field are equipped with the Instrument Landing System. These facilities are ranked second and third, respectively, in Georgia by the National Airspace System Plan. Right now, Gwinnett County Airport is ranked fifth. However, projected figures show both the number of based aircrafts and the yearly instrument approaches are increasing at Gwinnett County Airport to the levels now being handled at these other facilities. For the safety of those using Gwinnett County Airport, it is only logical that an the Instrument Landing System be installed to accommodate such growth.

I greatly appreciate any help which the subcommittee can give to this request.

Again, thank you for your time and consideration of funding for the Instrument Landing System. I will be glad to respond to any questions.

Mr. **Lehman**. Are you going to run MARTA out to the airport?

Mr. **Jenkins**. We do have MARTA out to the airport now.

Mr. **Lehman**. I mean the new airport. That is too far, is it not?

Mr. **Jenkins**. Well, out to this airport? No, it is not out that far.

Mr. **Lehman**. Any commuter flights going out of there?

Mr. **Barnard**. No.

Mr. **Jenkins**. No.

Mr. **Lehman**. Just general——

Mr. **Jenkins**. General aviation.

Mr. **Lehman**. Hartsfield is in the south end of Atlanta. Most of the people, it seems, that use Hartsfield live in the north end of Atlanta.

Mr. **Jenkins**. Right.

Mr. **Lehman**. So maybe this will give you some relief.

Mr. **Jenkins**. We really do need some relief from the standpoint of general aviation and——

Mr. **Lehman**. In the meantime, we will have to ask you for your support on the House floor with this bill.

Mr. **Barnard**. Yes, sir.

Mr. **Lehman**. And we will certainly try to work with you.

Mr. **Barnard**. Thank you.

Mr. **Jenkins**. Thank you, Mr. Chairman.

Mr. **Barnard**. And thank you, Mr. AuCoin.

Wednesday, April 25, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, MAX LIGHT RAIL SYSTEM, PORTLAND, OR

WITNESS

HONORABLE LES AuCOIN, U.S. REPRESENTATIVE FROM THE STATE OF OREGON

Mr. **Lehman**. Les AuCoin.

Mr. **AuCoin**. Mr. Chairman, thank you for the chance to testify before you again. I would really like to start by complimenting you and your committee and the staff of this committee for the management of what has to be the most difficult 302(b) allocation on the Hill.

Mr. **Lehman**. Defense will not be too easy this year.

Mr. **AuCoin**. It will be difficult, Mr. Chairman. It will be difficult to be of assistance again this year. But I want you to know right now that we intend to step up to that challenge and be as helpful as we can in the Defense Committee in helping this committee meet its targets. You have a difficult task balancing concerns for the nation's roads, airports, railroads, transit, Coast Guard and with very tight allocation.

Mr. Chairman, I do want to make the point that I do not expect things to change over what they have been over the last several years. And if you do need help from your friends within the Defense Committee when it comes time for you to mark in our markup session, I certainly do intend to be of assistance in the manner I have been in the past.

I want to focus on one issue today, and that is the light rail system in the Portland, Oregon metropolitan area called MAX. Expansion of our light rail system to the west side of Portland stands as the most important priority I will have in this session, and it is the region's number one transit priority. When I say it is my most important priority of this session, I mean not only for this session, but indeed it could be my most important priority for sessions to come.

The light rail system in Portland is an unbelievable success. And it is no coincidence that Portland is one of the few American cities, because of that success, to meet the Federal clean air standards. At the same time, Portland's regional transit agency, Tri-Met, has been named America's best transit system. Those two facts fit together. They are the consequence of each other.

Mr. Chairman, I think it is important for the record to note that in 1972, before we began our work on transit, downtown Portland, Oregon experienced air that was so dirty that it violated Federal health standards one day out of three. Today, Portland's air is clean and healthy virtually 365 days a year, because of the work we have done largely through the help of this committee.

And with the construction of the downtown transit mall and the opening of MAX, we have seen more than a doubling of Tri-Met's ridership. Close to half of the downtown workers in Portland today arrive at their jobs on Tri-Met. Much of that ridership is through the light rail system. And that is a much larger share than most large urban cities in our country.

Mr. Chairman, here is the issue I want to focus on today. Last year, Congress agreed to language that you put in your report accompanying your Appropriations Bill providing a funding ratio for the west side light rail project and an extension of that light rail line to a terminus in Hillsboro, Oregon. That is the County Seat in Washington County, the suburban county that lies directly to the west of Portland. And it is one of the fastest growing areas of the northwest. I know you remember it, Mr. Chairman. You were kind enough to come and examine this area which is destined for so much population and industrial growth in the future.

Your language indicated a funding ratio which was ignored by UMTA. In fact, UMTA has fought Senator Hatfield and myself all the way on almost every aspect of the provisions that this committee agreed to and that Congress approved and that the President signed in the Appropriations Bill last year.

Only recently did UMTA release funding for an alternatives analysis on the terminus extension to Hillsboro, which your committee approved and which Congress approved. This release of funds came a full four months after explicit congressional direction on the deadline for releasing and approving those funds. No action has been taken on the question of funding or the funding ratio, even though Congress spoke clearly on this issue in last year's bill.

Mr. Chairman, because of UMTA's refusal to follow your committee's direction, I am asking you for your help in placing bill language in your appropriation for this year that simply directs UMTA to act on last year's committee report language on the funding ratio. This request is no different than last year's action, except this time we will get the job done.

Mr. Chairman, I want to stress that it has been very difficult for me to explain to my constituents, who are prepared to pay three times as much as the residents of Los Angeles, for instance, for transit, why a Federal agency is successfully thumbing its nose at congressional intent. So I would urge you, as you go to mark-up this year, to take into consideration this development and take into consideration and act favorably upon my request that I am making now that you do put bill language in directing them to act on the report language that you included last year.

Thank you, Mr. Chairman. And thank you for all the help you have given.

Mr. LEHMAN. Thank you, Les. We will do the best we can, but you know the overmatch problem we are getting from other projects this year. So we will have to deal with that, and we will do the best we can.

Mr. AuCOIN. And we will always do the best we can for you too, Mr. Chairman.

Mr. LEHMAN. Thank you.

WEDNESDAY, APRIL 25, 1990.

FEDERAL HIGHWAY ADMINISTRATION, K AND L STREET PROJECT, LINCOLN, NE

WITNESS

HONORABLE DOUG BEREUTER, U.S. REPRESENTATIVE FROM THE STATE OF NEBRASKA

Mr. LEHMAN. Thank you very much. Doug Bereuter.

Mr. BEREUTER. Thank you, Chairman Lehman. Thank you very much to you and Members of the committee and your staff for the opportunity to appear before your committee today on behalf of a railroad highway crossings demonstration program in the City of Lincoln, Nebraska, our capital city, and for your generous consideration of my requests on this project in the past.

The segment called the K and L Street project is very familiar to this committee and its staff, since you have generously seen fit to previously fund design, right-of-way acquisition and construction activities. Only $3.6 million is required to complete all of the work on this segment, a project that has been before the committee since 1984.

It is ironic that in 1990, I must appear before you again to request completion, because since 1984, this committee has appropriated a substantial number of dollars. However, in the past, until last year when our new Senator Bob Carry became actively involved on the Senate side, the Senate had not done its part. Therefore, we are still $3.6 million short of having the funding necessary to complete this important project.

Because of the special leadership of the Nebraska congressional delegation long before I got here, in the early 1970s, Congress authorized this demonstration railroad highway crossings project through Section 163 of the Federal Aid Highway Act. I think it is fair to say the genesis was in Nebraska. We started late in using it.

Through all of these years, the City of Lincoln and the State of Nebraska have done their part in keeping costs to a minimum and contributing a sizeable match to the project. One-half of the two viaduct pair, the K Street extension, now known as the Capital Parkway West, was completed in July of last year. It has been a welcome addition to the area. Until the L Street half is completed, the road however will consist of two lanes which cannot safely carry two-way traffic.

I invite you or members of the subcommittee staff to see the first half in action—the K street portion. You would be pleased and proud of the structure in the overall project. I would normally hesitate to request further funding at a time when the Federal deficit is a major concern. You have mentioned already the difficulties you have. And I did not make a request to this committee last year. However, the time constraints are quickly closing in on this project. This will be our last chance for completion before the authorization of the demonstration program terminates at the end of fiscal year 1991.

You will recall the authorizing committee was not enthusiastic about extending the program in the 1987 Highway Bill. Our segment is so close to completion, I think it would be unfortunate to stall it due to a lack of funding. The benefits of completing the L Street extension are numerous and have been well documented over the years. Southwest Lincoln experiences heavy train traffic—45–50 trains a day, primarily coal traffic—enough to cause legitimate safety problems, as well as lengthy traffic delays.

That part of the city has been cut off by a series of heavily trafficked tracks from the rest of the city. The lack of convenient safe access to this sector of the city has severely hindered its economic development.

Concluding, I would like say again, Mr. Chairman, that the City of Lincoln and this Member of Congress are extremely grateful for the assistance and commitments that this committee has provided in the past, particularly you and Mr. Coughlin. Since 1973, when Congress first recognized the seriousness of this railroad highway crossing situation, Lincoln has put a great deal of effort into alleviating the problem.

And I can assure you that unlike many demonstration projects and programs, the City of Lincoln is committed after this demonstration is completed to continue to use its local tax dollars to eradicate unsafe railroad crossings. We actually have a public entity responsible for that sole function in the City of Lincoln.

We would appreciate your assistance, therefore, with this one last Federally sponsored project. Thank you. I would be happy to answer any questions.

Mr. LEHMAN. Thank you, Doug. We have helped you in the past on this.

Mr. BEREUTER. You have indeed.

Mr. LEHMAN. We will help you this year. We want you to help us when it comes to the floor.

Mr. BEREUTER. I appreciate it for transportation appropriations.

Mr. LEHMAN. All right. Thank you. Peter Visclosky.

WEDNESDAY, APRIL 25, 1990.

DEPARTMENT OF TRANSPORTATION

WITNESS

HONORABLE PETER J. VISCLOSKY, U.S. REPRESENTATIVE FROM THE STATE OF INDIANA

Mr. VISCLOSKY. Mr. Chairman, I ask that my entire statement be entered into the record.

I would certainly like to first of all start my remarks by thanking you, as well as the Ranking Member, Mr. Coughlin, for all of your past support and assistance. Here today really regarding four projects in Northwest Indiana.

The first regards the Borman Expressway, which transverses my congressional district and is the busiest state highway in Indiana. It serves both as a national interstate in our regions and main streets.

My first request is for funds for an initiation of an incident management system. Such a system would significantly lessen congestion by monitoring the traffic flow; reducing motorist delays; shortening accident response time; and allowing for faster treatment of those injured in accidents. The cost of design and construction engineering is $1.45 million.

The second is the west Lake County corridor alternative analysis. In the past decade, the inter-relationship between Northwest Indiana and Chicago has intensified. Thousands of Northwest Indiana residents commute to their jobs in Chicago on a daily basis. Additionally, there has been a significant migration of people from Illinois who have moved across the state line while maintaining their employment in Chicago.

The net result is a sizable increase in the number of people commuting from our region, especially the western side of Lake County, Indiana, to downtown Chicago. Recognizing the trend, several local agencies initiated a study. Among its conclusions, the study found that the commuter rail options have the highest rider projections, carrying two to three times the riders that any other option is projected to carry.

There is a clear desire to proceed, and I would therefore request $300,000 so that an alternatives analysis, as required by the Urban Mass Transit Administration for all potential new starts, can be undertaken.

Third, I am pleased to report that several significant changes have taken place at the Gary Airport, and that the airport's eligibility to receive grant funds from the FAA has been reinstated for the first time in over four years. Therefore, I request, as I have in past years, that the subcommittee instruct the FAA to grant the Gary regional airport priority consideration in the grant process.

Finally, regarding the Robert A. Pastrick Marina in East Chicago, Indiana, we have had success in terms of job creation and economic development in a very depressed area. An extension of an existing road to reach the marina's main entrance is recommended and the relocation and realignment of a portion of U.S. Highway 12 is also closely related. It is prudent, we believe, to undertake both efforts simultaneously. And I would request $202,000 for the necessary corridor studies and for initial road engineering.

Mr. Chairman, I close again as I started by thanking you for all of our past consideration and know that I will certainly receive careful consideration in the coming fiscal year.

Mr. **Lehman**. Thank you, Peter. On the first item, the Borman Expressway, would that be a highway demo project?

Mr. **Visclosky**. Mr. Chairman, that would be my request. Yes.

Mr. **Lehman**. And would you be able to—you know how we have to handle that. You have to provide us that you have no objection from your full committee or your subcommittee chairmen. And then we can consider it along with others in the same category.

Mr. **Visclosky**. That will be fine.

Mr. **Lehman**. But we will try to help you and, of course, we want you to help us, too.

Mr. **Visclosky**. Right. Thank you very much, Mr. Chairman.

Mr. **Lehman**. Thank you very much.

[The prepared statement of Mr. Visclosky follows:]

PETER J. VISCLOSKY
1ST DISTRICT, INDIANA

COMMITTEES
PUBLIC WORKS AND
TRANSPORTATION
EDUCATION AND LABOR
INTERIOR AND
INSULAR AFFAIRS
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House of Representatives
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TESTIMONY OF CONGRESSMAN PETER J. VISCLOSKY

BEFORE THE

SUBCOMMITTEE ON TRANSPORTATION

APPROPRIATIONS COMMITTEE

APRIL 25, 1990

OFFSET
CAMERA COPY

Mr. Chairman, I would first like to thank you and the members of the Subcommittee for allowing me to testify today. I will focus my remarks on four projects that are important to the continued economic stability and future development of Northwest Indiana.

Borman Expressway Incident Management System

The Borman Expressway, which transverses my congressional district, is the busiest highway in the state. It serves both as a national interstate and the region's Main Street. Regretfully, the extremely high vehicle volume and the related motorist accidents have resulted in a traffic pattern that often resembles a slow moving parking lot.

My first request, therefore, is for funds for the initiation of an incident management system. Such a system would significantly lessen congestion by monitoring the traffic flow, reducing motorist delays, shortening accident response time and allowing for faster treatment for those injured in accidents.

The Borman Expressway Incident Management System would have the following primary components: a central computer and control center, communications systems, electronic surveillance detectors, closed-circuit television cameras and monitors and variable electronic message signs. The cost of design and construction engineering is $1,450,000.

This project is just one component of a broad, comprehensive plan the local, state and Federal government agencies are trying to coordinate to address the over capacity of this key Indiana highway.

West Lake County Corridor Alternatives Analysis

In the past decade, the inter-relationship between Northwest Indiana and Chicago, Illinois has intensified. Thousands of Northwest Indiana residents commute to their jobs in Chicago on a daily basis. Additionally, there has been a significant migration of people from Illinois who move across the state line while maintaining their employment in Chicago. The net result is a sizable increase in the number of people commuting from the region, especially the western Lake County, Indiana area, to downtown Chicago.

Recognizing this trend, several affected local Indiana municipalities authorized an initial study to investigate methods of improving this travel. Among its conclusions, the study found that "the commuter rail options have the highest ridership projections, carrying two to three times the riders that any other option is projected to carry."

Subsequent to the report's release last October, I have met with local officials, regional transportation planners and constituents to gauge their reaction. There is a clear desire to proceed so that the region will continue to grow and prosper.

Therefore, I request $300,000 so that an "alternatives analysis", as required by the Urban Mass Transit Administration for all potential new starts, may be undertaken. The analysis will select the preferred alignments and modes of transportation and explore how these alternatives will be financed. I have been informed that without this report, progress on this important project will be greatly hindered.

Gary Regional Airport

The Gary Regional Airport, located within the Gary city limits and just 30 miles from the Loop in Chicago, Illinois, has made good progress in the past year. As you may recall, the airport has experienced both managerial and financial accounting difficulties in the past. I am pleased to report that several significant changes have taken place and that the airport's eligibility to receive grant funds from the Federal Aviation Administration has been reinstated. Therefore, I request that the Subcommittee instruct the Federal Aviation Administration to give the Gary Regional Airport priority consideration in the grant process for construction and development projects.

East Chicago Marina/Rerouting of Route 12

The new Robert Pastrick Marina in East Chicago, Indiana, has been a tremendous success. An expansion from 250 slips to 1,000 slips is planned and this development will require additional vehicular access. An extension of the existing road to reach the main marina entrance has been recommended. The relocation and realignment of a portion of U.S. 12 is also closely related to this project. Therefore, it is prudent to undertake both efforts simultaneously. I would request $202,000 for a necessary corridor study and for initial road engineering.

In closing, I look forward to working with the Chairman and Subcommittee on these requests and would like to thank them again for this opportunity to present my requests.

WEDNESDAY, APRIL 25, 1990.

RESEARCH AND SPECIAL PROGRAMS ADMINISTRATION

WITNESS

BRUCE B. ELLSWORTH, COMMISSIONER, NEW HAMPSHIRE PUBLIC UTILITIES COMMISSION, STATE OF NEW HAMPSHIRE

Mr. **LEHMAN**. Mr. Ellsworth.

Mr. **ELLSWORTH**. Yes, Mr. Chairman.

Mr. **LEHMAN**. State of New Hampshire.

Mr. **ELLSWORTH**. Yes, sir.

Mr. **LEHMAN**. You may proceed.

Mr. **ELLSWORTH**. Mr. Chairman, my name is Bruce B. Ellsworth. I am a Commissioner with the New Hampshire Public Utilities Commission. I have provided to you copies of prepared comments in support of continued and increased Federal funding in support of the Pipeline Safety Act of 1968.

I would be glad to summarize that testimony for you, and I would welcome any questions that you may have.

I have experienced this program both as an operator, as an enforcer, as a staff member of the commission, and now with some oversight as a commissioner and as a member of the national association. So I have had three different perspectives on it, and I would offer to you that it has generally been a model of state and Federal relationships.

However, it has never been funded to the extent that it was hoped originally to be funded. The average level of funding, although the Act called for up to 50 percent, has been in the neighborhood of 25-30 percent. In 1990, it will be funded at a level of 25 percent, and in 1991, with an aggressive program by the Office of Pipeline Safety, it will still reach generally only a 30 percent level.

The program has been uniquely successful because it has assured that there has been a uniform level of operating and maintenance throughout the country. It has been unique in that the state agencies have been the monitoring and enforcing arm of a Federal performance standard program. And it has been unique in that the states, I think, have welcomed the guidance that has been provided by the Federal agency in assuring that it has been monitored effectively. Funding is essential.

New programs have been mandated upon the Federal agencies in the area of hazardous materials, the enforcement of monitoring of liquified natural gas, and in the enforcement of the new drug program so that it is becoming even more imperative that funds be adequate, both for the Federal level enforcement standards and for the state.

Again, I request from the state that, with all the other commitments and priorities that you have upon you, that this is an extremely important activity; that the Federal pipeline safety standards have improved since the beginning of this program. We will assure that they will continue. And we ask your support in assuring that.

Mr. **Lehman**. Thank you. I thought the New Hampshire Public Utilities Commission was so busy with their nuclear power plant they did not have to worry about pipelines.

Mr. **Ellsworth**. Well, I am missing one of the hearings today for the opportunity of coming down here, Mr. Chairman.

Mr. **Lehman**. Well, thank you very much. We have held hearings on these pipelines, and we are aware of the problems you are talking about.

Mr. **Ellsworth**. I am sure you are, Mr. Chairman.

Mr. **Lehman**. Thank you very much.

Mr. **Ellsworth**. Thank you.

[The prepared statement of Mr. Ellsworth follows:]

PREPARED TESTIMONY
(Oral Presentation)

U.S. House of Representatives

Sub-Committee on Transportation

House Appropriations Committee

Presented By:

Bruce B. Ellsworth
Commissioner
New Hampshire Public Utilities Commission

April 25, 1990

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE: MY NAME IS BRUCE B. ELLSWORTH. I AM A COMMISSIONER AT THE NEW HAMPSHIRE PUBLIC UTILITIES COMMISSION. I AM TESTIFYING TODAY ON BEHALF OF THE OUR OWN COMMISSION, AND I HAVE BEEN AUTHORIZED TO TESTIFY ON BEHALF OF THE NATIONAL ASSOCIATION OF REGULATORY UTILITY COMMISSIONERS, WHICH IS COMMONLY REFERRED TO AS THE NARUC. MY INVOLVEMENT IN GAS RELATED ACTIVITIES ARE SET FORTH IN MY ATTACHED BIOGRAPHICAL SKETCH AND I REFER YOU SPECIFICALLY TO MY MEMBERSHIP ON THE DEPARTMENT OF TRANSPORTATION'S TECHNICAL PIPELINE SAFETY STANDARDS COMMITTEE AND, AS A MEMBER OF THE NARUC GAS COMMITTEE, TO MY CHAIRMANSHIP AS LIAISON WITH ITS STAFF SUB-COMMITTEE ON PIPELINE SAFETY.

MY INTEREST IN THE OFFICE OF PIPELINE SAFETY AND ITS RELATIONSHIP WITH THE STATE PUBLIC UTILITIES COMMISSIONS EXTENDS BACK TO 1972 WHEN, AS THE NEW HAMPSHIRE PUBLIC UTILITIES COMMISSION'S FIRST GAS SAFETY ENGINEER, I

DEVELOPED THE GAS SAFETY PROGRAM WHICH CONTINUES IN NEW HAMPSHIRE. I HAVE ALWAYS BEEN, AND CONTINUE TO BE, AN ENTHUSIASTIC SUPPORTER OF THE FEDERAL-STATE RELATIONSHIP WHICH HAS DEVELOPED AS A RESULT OF THE NATURAL GAS PIPELINE SAFETY ACT OF 1968. THE PROGRAM HAS BEEN SPECIFICALLY RESPONSIBLE FOR ASSURING THAT A UNIFORM SET OF PERFORMANCE STANDARDS EXIST FOR THE NATURAL GAS INDUSTRY, AND IT PROVIDES AN OPPORTUNITY FOR UNIFORM MONITORING AND ENFORCING OF THOSE STANDARDS THROUGHOUT THE COUNTRY BY STATE REGULATORY AGENCIES.

MY TESTIMONY WILL EMPHASIZE TWO ISSUES. FIRSTLY, IN ORDER TO PRESERVE AND MAINTAIN THE HIGH LEVEL OF STATE ENFORCEMENT THAT WE CURRENTLY ENJOY, IT IS IN THE BEST INTEREST OF OUR TAXPAYERS TO SUPPORT THE FULL LEVEL OF 50% FUNDING SUPPORT THAT WAS DIRECTED BY THE ACT. SECONDLY, I WILL RESPECTFULLY SUGGEST THAT CONGRESS' CRITICISM OF OPS' FAILURE TO PROPERLY MONITOR "CARRY-OVER" MONIES IS MISPLACED, THAT OPS' RESPONSE AND SOLUTION TO THAT CRITICISM

IS MISGUIDED, AND THAT THERE IS AN OPPORTUNITY FOR CONGRESS, OPS, AND OUR STATE AGENCIES TO WORK TOGETHER TO DEVISE A PLAN WHICH WILL SATISFACTORILY ASSURE YOU THAT STATES ARE PROPERLY ESTIMATING THEIR ANNUAL EXPENSES.

FULL 50% FUNDING

THERE IS ATTACHED TO THIS TESTIMONY, AS ATTACHMENT 1, A CHART ENTITLED "PIPELINE SAFETY GRANTS - % OF FUNDING - STATE ALLOCATIONS", WHICH ILLUSTRATES THAT OVER THE PAST FIVE YEARS THE AVERAGE GRANT-IN-AID FUNDING LEVELS HAVE NOT EXCEEDED 31%. THAT IS CONTRARY TO THE INTENT OF THE NATURAL GAS PIPELINE SAFETY ACT OF 1968, WHICH WAS COMMITTED TO 50% FEDERAL FUNDING LEVELS. ATTACHMENT 2 ILLUSTRATES THE SAME INFORMATION IN GRAPHIC FORM, AND ALSO ILLUSTRATES THE LEVEL WHICH A 50% CONTRIBUTION WOULD MAKE. THIS INFORMATION CONTRIBUTED TO A NARUC RESOLUTION (SEE ATTACHMENT 3) BEING PASSED AT ITS 100TH ANNUAL CONVENTION IN OCTOBER, 1988 WHICH REQUESTS CONGRESS TO INCREASE FUNDING TO LEVELS WHICH WILL PROVIDE FOR 50% OF ALL COSTS.

THE OFFICE OF PIPELINE SAFETY HAS, OVER THE YEARS, GAINED MANY RESPONSIBILITIES BEYOND THOSE ORIGINALLY CONTEMPLATED IN 1968. MANY OF THOSE RESPONSIBILITIES FALL UPON THE OFFICE ITSELF AND ARE THEREFORE BEYOND THE AUTHORITY OR THE OPPORTUNITY OF STATE AGENCIES TO MAKE A CONTRIBUTION. THE STATE AGENCY ENFORCEMENT PROGRAM, HOWEVER, REMAINS AS THE CORNERSTONE OF THE PIPELINE SAFETY PROGRAM AND IT IS THE EFFORTS OF THE STATE AGENCIES WHICH HAS RESULTED IN THE IMPROVEMENTS TO THE SAFETY RECORDS OF THOSE COMPANIES THROUGHOUT THIS COUNTRY WHICH MOST DIRECTLY SERVE THE GENERAL PUBLIC. FULL 50% FUNDING IS ESSENTIAL TO MAINTAIN AND IMPROVE UPON THIS SAFETY RECORD.

"CARRY-OVER" BUDGETED FUNDS

CONGRESS HAS DIRECTED THAT OPS IMPROVE ITS GRANT APPLICATION PROCESS IN ORDER TO REDUCE THE AMOUNT OF "CARRY-OVER MONEY" WHICH REMAINS UNSPENT BY THE STATES AT YEAR'S END. OPS RESPONDED BY PROPOSING A "PENALTY" SYSTEM WHEREBY UPON AN ANNUAL REVIEW "PENALTY POINTS" WILL

BE ASSIGNED TO STATE AGENCIES WHICH OVER-ESTIMATE THEIR BUDGETS, AND GRANTS WILL BE PROPORTIONATELY FURTHER REDUCED AS A RESULT OF THOSE PENALTIES.

PLEASE UNDERSTAND THAT STATE-LEVEL BUDGETS ARE DONE VERY CAREFULLY AND THAT THE BUDGET ESTIMATES SUBMITTED TO OPS ARE THE BEST ESTIMATES THAT CAN BE MADE AVAILABLE AT THE TIME THOSE REQUESTS ARE SUBMITTED. YOU MUST REALIZE, HOWEVER, THAT THESE ESTIMATES ARE REQUIRED BY THE PROVISIONS OF THE ACT TO BE SUBMITTED UP TO SIX MONTHS BEFORE THE STATE LEGISLATURES GIVE THEIR OWN APPROVALS TO THEIR STATE BUDGETS. IT IS IMPOSSIBLE FOR STATE AGENCIES TO PREDICT THE BUDGETARY CUTS OF THE STATE LEGISLATURE. IT IS ESSENTIAL THAT, IN ORDER FOR US TO PROVIDE ACCURATE BUDGET ESTIMATES, THAT WE PROVIDE MID-YEAR CORRECTIONS TO THE OPS AFTER FINAL STATE LEGISLATIVE BUDGET LEVELS HAVE BEEN SET.

WE AGREE WITH THE NEED FOR MORE PRECISE ESTIMATING PROCEDURES. WE UNDERSTAND THE SKEPTICISM THE CONGRESS HAS HAD OVER THE ACCURACY OF THE BUDGET ESTIMATES. YOU MUST

UNDERSTAND, HOWEVER, THAT UNLESS WE ARE ALLOWED TO PROVIDE MID-YEAR CORRECTIONS, THAT THERE IS ABSOLUTELY NO WAY THAT WE CAN COMMUNICATE TO THE OPS THE RESULTS OF THE STATE LEGISLATIVE DECISIONS.

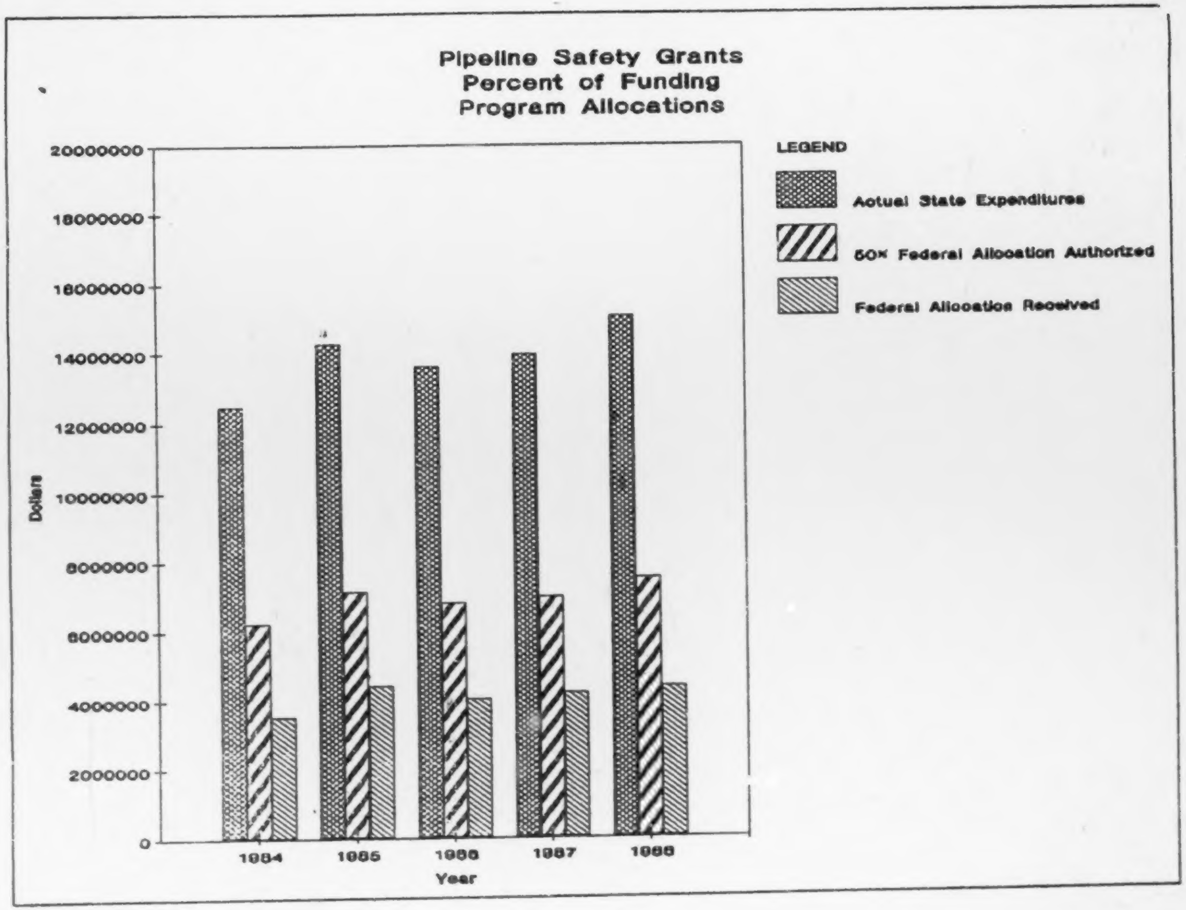
THE OPS HAS AGREED TO DELAY THE PENALTY SYSTEM FOR THIS YEAR. THE STATE AGENCIES AND THE NARUC HAVE OFFERED TO WORK CLOSELY WITH THE OFFICE OF PIPELINE SAFETY TO DEVELOP PROCEDURES WHICH WILL MEET THE GOALS OF THE CONGRESS IN IMPROVING THE PRECISION OF THE BUDGET ESTIMATION PROCESS. WE BELIEVE THAT THE RECOMMENDATIONS THAT WE HAVE ALREADY MADE TO THE OPS CAN BE MODIFIED AND REFINED TO ACHIEVE HIGHER LEVELS OF PRECISION.

THANK YOU FOR THE OPPORTUNITY TO SPEAK TO YOU TODAY. I WILL BE GLAD TO ANSWER ANY QUESTIONS THAT YOU MAY HAVE.

ATT 1

PIPELINE SAFETY GRANTS
Percent of Funding -- State Allocations

STATE	1984	1985	1986	1987	1988
AL	27%	23%	20%	23%	29%
AZ	28%	22%	21%	22%	21%
AR	40%	50%	50%	48%	50%
CA	20%	21%	16%	17%	19%
CO	41%	50%	50%	44%	43%
CT	42%	50%	50%	46%	34%
DE	48%	50%	50%	50%	50%
FL	44%	50%	50%	48%	49%
GA	38%	44%	46%	36%	36%
HI	48%	50%	50%	49%	48%
ID	47%				
IL	29%	37%	33%	30%	30%
IN	42%	50%	50%	48%	49%
IA	41%	50%	50%	48%	45%
KS	37%	46%	42%	42%	36%
KY	25%	29%	17%	33%	35%
LA	17%	19%	16%	17%	20%
ME	48%	50%	50%	48%	48%
MD	45%	50%	50%	47%	42%
MA	41%	37%	36%	37%	22%
MI	37%	50%	47%	45%	41%
MN	41%	50%	50%	45%	33%
MS	36%	50%	50%	45%	47%
MO	35%	43%	35%	41%	36%
MT	47%	50%	50%	48%	49%
NE	43%	50%	50%	45%	46%
NV	45%	50%	50%	42%	50%
NH	45%	50%	50%	49%	49%
NJ	30%	33%	28%	30%	28%
NM	39%	49%	45%	46%	42%
NY	17%	17%	13%	13%	16%
NC	37%	50%	48%	48%	45%
ND	48%	50%	50%	49%	48%
OH	35%	35%	29%	22%	23%
OK	38%	47%	50%	50%	36%
OR	44%	50%	50%	49%	49%
PA	27%	28%	28%	27%	27%
RI	41%	50%	50%	49%	50%
TN	30%	45%	38%	38%	31%
TX	17%	17%	15%	15%	18%
UT	44%	50%	50%	50%	50%
VT	46%	50%	50%	48%	50%
VA	37%	46%	43%	36%	34%
WA	41%	50%	50%	50%	49%
WV	34%	44%	36%	34%	38%
WI	34%	42%	39%	42%	39%
WY	35%	43%	42%	48%	46%
DC	45%	50%	50%	47%	46%
PR	47%	50%	50%	46%	47%
AVERAGE	28%	31%	29%	30%	29%


Pipeline Safety Grants
Percent of Funding
Program Allocations
LEGEND
Actual State Expenditures
50% Federal Allocation Authorized
Federal Allocation Received
Dollars
20000000
18000000
16000000
14000000
12000000
10000000
8000000
6000000
4000000
2000000
0
1984
1985
1986
1987
1988
Year

Att 3

Convention Resolution No. 21

RESOLUTION SUPPORTING INCREASED FEDERAL FUNDING OF THE NATURAL GAS PIPELINE SAFETY ACT

WHEREAS, Public Law 90-481, enacted by the Ninetieth Congress on August 12, 1968, authorized the Secretary of Transportation to prescribe safety standards for the transportation of natural and other gas by pipeline and for other purposes, and

WHEREAS, Public Law 92-401, enacted by the Ninety-Second Congress on August 22, 1972, amended the natural Gas Pipeline Safety Act of 1968 to authorize the Secretary to pay up to fifty percentum of the cost of the personnel equipment and activities of a state agency to carry out the mandate of the Act; and

WHEREAS, There has been no instance since the inception of the Act whereby Congress appropriated adequate funds to meet the objectives of the Act; and

WHEREAS, During the period of 1984 through 1988 no Federal appropriation exceeded thirty-one percent of total State program costs; and

WHEREAS, The National Association of Regulatory Utility Commissioners (NARUC), through its committee on gas, monitors the effectiveness of the Gas Pipeline Safety Program, and finds it to be a unique and essential program of Federal State cooperation which has contributed greatly to the safe construction and operation of natural gas pipeline network throughout the country; now, therefore, be it

RESOLVED, That the NARUC, assembled at its 100th Annual Convention in San Francisco, California, urgently requests Congress and the Department of Transportation to increase funding for the Natural Gas Pipeline Safety Program to levels which will provide for fifty percent of the costs of personnel, equipment, and activities of a state agency in its exercise of its duties to carry out the provisions of the Natural Gas Pipeline Safety Act of 1968.

Sponsored by the Executive Committee

BRUCE B. ELLSWORTH

COMMISSIONER

NEW HAMPSHIRE PUBLIC UTILITIES COMMISSION

Graduate of the University of New Hampshire - Bachelor of Science Degree in Civil Engineering

Registered Professional Engineer in the State of New Hampshire

1960-1972 - Chief Engineer, Concord Natural Gas Corporation, Concord, New Hampshire

1972-1976 - Gas Safety Engineer, New Hampshire Public Utilities Commission

1976-1986 - Chief Engineer, New Hampshire Public Utilities Commission

1986 - Appointed to six-year term as Commissioner, New Hampshire Public Utilities Commission by Governor Sununu

Member - Executive Committee, National Association of Regulatory Commissioners

Member - Committee on Gas, National Association of Regulatory Utility Commissioners

Member - Technical Pipeline Safety Standards Committee, U.S. Department of Transportation, Washington, D.C.

Member - Advisory Council, Gas Research Institute, Chicago, Illinois

Chairman - Gas Task Force, New England Governors' Conference

U.S. Army Reserve - Rank of Colonel, First U.S. Army Liaison Officer to the N.H. National Guard

Native of New Hampshire, wife Gail and two children live in Hopkinton, New Hampshire.

STATE OF NEW HAMPSHIRE
OFFICE OF THE GOVERNOR
JUDD GREGG, GOVERNOR

April 19, 1990

The Honorable Lawrence Coughlin
Subcommittee on Transportation
House Appropriations Committee
U.S. House of Representatives
2358 RHOB
Washington, D.C. 20515

Dear ~~Congressman Coughlin~~ Jim:

I would like to take advantage of Commissioner Ellsworth's appearance before you to add my own emphasis to the need for increased federal funding for the natural gas pipeline safety program.

New Hampshire's gas industry has enjoyed an enviable safety record during its 120 year history, and I am committed to supporting the state and federal programs which will assure the continuation of that safety record. Natural gas is becoming increasingly important as a vital part of New Hampshire's energy mix, and it is currently the only fuel being generally considered for fueling new electric generation. The continued expansion of the gas distribution network will increase the enforcement effort necessary to maintain that safety record.

In order to assure the continuation of a nationally consistent and closely monitored safety program, it is essential that our state-level program investments be supplemented by a level of federal funds which will allow us to meet our increasing level of responsibilities. The recent assignment of enforcement responsibilities of the Drug Program is a similar example demonstrating the need for additional federal funding.

I will continue to expect our Public Utilities Commission to comprehensively enforce the gas safety program, and I will support a level of state funds necessary to meet that objective. I ask that Congress be similarly committed to support their share of the program, and increase their funding levels to those recommended by the Office of Pipeline Safety.

Sincerely,

Judd
Judd Gregg
GOVERNOR

Hope you're having a Great year —

JG:pol

bcc: Commissioner Bruce Ellsworth

STATE OF NEW HAMPSHIRE
OFFICE OF THE GOVERNOR

JUDD GREGG, GOVERNOR

April 19, 1990

The Honorable William Lehman
Chairman
Subcommittee on Transportation
House Appropriations Committee
U.S. House of Representatives
2358 RHOB
Washington, DC 20515

Dear ~~Chairman Lehman~~ Bill:

I would like to take advantage of Commissioner Ellsworth's appearance before you to add my own emphasis to the need for increased federal funding for the natural gas pipeline safety program.

New Hampshire's gas industry has enjoyed an enviable safety record during its 120 year history, and I am committed to supporting the state and federal programs which will assure the continuation of that safety record. Natural gas is becoming increasingly important as a vital part of New Hampshire's energy mix, and it is currently the only fuel being generally considered for fueling new electric generation. The continued expansion of the gas distribution network will increase the enforcement effort necessary to maintain that safety record.

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I will continue to expect our Public Utilities Commission to comprehensively enforce the gas safety program, and I will support a level of state funds necessary to meet that objective. I ask that Congress be similarly committed to support their share of the program, and increase their funding levels to those recommended by the Office of Pipeline Safety.

Sincerely,

Judd Gregg
GOVERNOR

JG:pol

bcc: Commissioner Bruce Ellsworth

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New England Conference of
Public Utilities Commissioners, Inc.

Ralph H. Gelder
Executive Director

Richard H. Cowart
Chairman, Vermont Public Service Board

April 19, 1990

Chairman
Subcommittee on Transportation
House Appropriations Committee
U. S. House of Representatives
Washington, DC

Dear Mr. Chairman:

The New England Conference of Public Utilities Commissioners supports the testimony of Commissioner Bruce Ellsworth of the New Hampshire Public Utilities Commission in regard to the need for increased federal funding for the natural gas pipeline safety program.

The New England Conference of Public Utilities Commissioners is an organization comprised of the Public Utility Commissioners in the six New England states--Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island and Vermont. NECPUC's purpose is to advance the cause of effective regulation of public utilities serving consumers in New England and to provide a regional vehicle for utility regulators to express themselves on utility matters affecting the public interest of New England.

The New England utility commissions have, since the introduction of the Natural Gas Pipeline Safety Act of 1968, worked together closely to meet the requirements of the Act, and to monitor and enforce uniformly the performance standards prescribed by the Act. Each New England Commission supports a level of state funding which, when supplemented by adequate federal funds, provides for a comprehensive gas safety program.

Our areas of responsibility in these matters are extensive, and the added responsibilities for monitoring the Hazardous Liquids Program (49 CFR Part 195) and the Drug Rule Program (49 CFR Part 199) add to the financial and personnel commitments at the state level. New England Commissioners agree unanimously that it is essential the federal contribution to those commitments be increased in order to assure that our enforcement efforts will continue to contribute to the very positive safety record that we have enjoyed to date.

Sincerely yours,

Ralph H Gelder

Ralph H. Gelder
Executive Director

RHG:lrt

One Memorial Circle • Augusta, Maine 04330
(207) 622-7694
FAX: (207) 622-9369

WEDNESDAY, APRIL 25, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, METROPOLITAN TRANSPORTATION AUTHORITY, NEW YORK, NY

WITNESS

ROBERT R. KILEY, CHAIRMAN, METROPOLITAN TRANSPORTATION AUTHORITY OF NEW YORK

Mr. KILEY. Mr. Chairman, my name is Robert Kiley, and I am the Chairman of the Metropolitan Transportation Authority of New York.

Mr. LEHMAN. How did you ever find time to come down here?

Mr. KILEY. I snuck out. If they knew I were here, I would probably be in trouble.

But let me begin by thanking you, Chairman Lehman, in particular, and the committee for its longstanding and steadfast support for public transportation across the country and for what we have been trying to do in New York. It is much appreciated.

As the country's largest public transportation provider, the MTA supplies 6 million transit trips on an average business day. Perhaps as importantly, over the course of a year, we prevent millions of tons of pollutants from entering the atmosphere and thus enhance the productivity of the entire region. In brief, life in New York City is difficult to imagine and would be virtually impossible without the day-to-day services of the MTA. And yet, incredible as it seems, this system virtually collapsed in the early part of the 1980s as a result of chronic under-funding for decades.

Since the early 80s, we have been in a long climb back from a veritable transportation abyss. This has included support at the local level, at the state level, and most especially from the Federal Government. The availability of capital—some $17 billion in fact since 1982—has allowed us to visibly transform major elements of our network. Many of your colleagues on this subcommittee, as well as yourself, Mr. Chairman, have visited our facilities and you have seen the progress that has been made.

More than three-quarters of our subway cars, 90 percent of our buses, and nearly all of our commuter rail cars have been replaced or overhauled during the 1980s. Two-thirds of the track in our 700 mile subway system has been ripped up and replaced. Subway cars are now averaging about 30,000 miles between breakdowns—some four times the level of 1983. All subway cars and all buses are now graffiti free and will be kept that way. Numerous maintenance shops, storage yards and bus depots have been newly built or rehabilitated.

Now the bottom line in our business is ridership. Since 1982, figures on the subway and commuter railroads are up substantially. Last year, subway ridership was at its highest level in 15 years.

Mr. LEHMAN. How about so far this year?

Mr. KILEY. We are flat. You will find that our ridership as the systems are working has a very strong correlation with jobs. And we are experiencing real trouble in our region, as I am sure you know.

The Long Island Railroad is carrying 4 million more passengers than it did in 1982, and is near its all-time high. And we expect the Long Island Railroad actually to increase again this year. On Metro North, the increase since 1984 has been almost 20 percent. And they are up over budget forecasts about two and a half percent this year. So the railroads are still doing their jobs.

In short, the MTA has had a strategy for rebuilding public transportation in New York, and it has worked. Responsible management, coupled with public support and adequate financial resources have proven to be the key ingredients to our strategy's success. I am confident that we will continue to have the management capabilities and the public support necessary to carry forward the rebuilding effort.

And today, I would just like to spend a few moments to address the third part of the equation—financial resources—at least at the Federal level. Some 98 percent of the MTA's operating funds come from State and local sources. Approximately 70 percent, in a typical year during the 1980s, of our capital program is State and locally funded. So I think we have made it clear in our region that we recognize the vital role public transportation plays, because we have put our money there when it has counted.

And I am confident that our State and local government will continue to support their share of the cost of rebuilding and running our transportation system. But there still remains a huge agenda of unmet needs that cannot be effectively addressed without Federal support.

In specific terms, we urge that the fiscal year 1991 Appropriations Bill, at the very least, retain fiscal year 1990 funding levels with an allowance for inflation for Section 9 operating assistance and formula capital assistance programs, as well as for Section 3 rail modernization.

Continued reductions in Federal support cannot be made up by the City and State of New York. We are just now being forced to make drastic budget cuts and, in the case of New York City, undertake tax increases just to balance next year's budget.

We would also urge that the fiscal year 1991 Appropriations Bill include an appropriation at least at the $160 million level agreed to this year for the interstate transfer funds for transit. We have yet to realize the amounts built in to our own capital program when the Westway trading decision was made.

With other cities now having drawn down on their interstate transfer allocations, we hope that the committee can identify specific amounts for New York to begin to bring us to our projected draw-down levels. With New York's needs now representing nearly half of the entitlements under the transit trade-in program, it really is time to reallocate the appropriations to better reflect this reality. An overall allocation of $76 million to the MTA, in combined formula and discretionary accounts, which really represents our pro rata share of the total entitlements, would accomplish this.

I would also like to alert you to the fact that we are currently well into the process of developing a third MTA capital program that will take effect when the current program ends in 1991. While much progress has been made in the last eight years, we must continue the effort to restore and to reconfigure our transportation network so that we can better serve our region as we go into the next century.

To be sure, our State and local governments should continue to assume much of the responsibility for these specific transportation needs. But there is an essential role for the Federal Government to play here—a role that historically dates back to the very founding of the republic. The growing abandonment that has characterized Federal policy for more than a decade must be stopped.

We must find the common ground that will restore the historic Federal, state and local transportation partnership. Otherwise, we will end up with a vulcanized America, in which each region staggers along on its own, struggling to abate the rampant deterioration of our country's infrastructure. For America as a whole, the transportation challenges are enormous. This is an issue that strikes at the very heart of our nation's mobility, her productivity, our environment, the quality of all of our lives, our nation's security and ultimately and most urgently, our international competitiveness economically.

We had an opportunity in the mid-1970s when gas prices skyrocketed and long lines formed at gas stations to challenge and change Federal transportation policies and provide for a less automobile-dependent future. By and large, we missed that opportunity. Now 15 years later, we are looking at a new and even more compelling opportunity to improve transportation, reduce congestion and clean up the environment. We cannot let it slip away again. We must restore the Federal leadership that at one time characterized transportation funding in America.

Again, Mr. Chairman, I would like to express my personal appreciation, as well as my institution's, for the support that this subcommittee and the committee have provided for public transportation in New York and for transportation throughout the country. We look forward to working with you over the course of the coming months as the stage is set for the next round of discussion and debate that will determine the future of transportation in this country. Thank you, sir.

Mr. LEHMAN. Thank you, Bob. You have probably one of the toughest government jobs in the country. Certainly we can understand your problems, and we also appreciate the support that this Subcommittee gets from the New York delegation up there. We have always been able to count on them in being able to produce a good bill from this Subcommittee. Mr. Coughlin.

Mr. COUGHLIN. Thank you, Mr. Chairman. Your testimony is always very challenging to us. We appreciate your appearance here, as always.

Mr. KILEY. Thank you, Mr. Coughlin.

Mr. LEHMAN. The Committee will recess until after the quorum call and one vote. We will be back in about 15 minutes.

[Brief recess.]

Mr. LEHMAN. John King.

WEDNESDAY, APRIL 25, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, HILLSBOROUGH AREA REGIONAL TRANSIT AUTHORITY, TAMPA BAY, FL

WITNESS

JOHN KING, MANAGER OF BUSINESS AND ECONOMIC DEVELOPMENT, GTE, TAMPA, FL

Mr. KING. Good afternoon, Chairman Lehman. I am here again this year representing the Hillsborough area Regional Transit Authority and the Tampa Bay area. We came before the committee last year to make you aware of our initial planning efforts in terms of fixed guideway transit in the Tampa Bay area.

My purpose this year is to update the committee on the progress that has been made and the next steps that we are planning, which will ultimately result probably in the next few years in us coming before you asking for some specific appropriations considerations. We, as you know, will be hosting a Superbowl next January in our area. We have been working with the state on a number of transportation improvements that will lead to the improvement of the overall surface transportation facilities and improvements of the interstate system and the airports, ports, and the fixed guideway plans in the Tampa Bay area.

I appreciate on behalf of Hart and the Pinellas and Hillsborough County areas of Florida the opportunity to be here before you. We have made considerable progress in the planning effort since last year. Our areas have come together to form a regional public transit task force, looking at establishing a commuter transit authority to serve the entire Tampa Bay area, which will ultimately serve as an umbrella opportunity to bring together the bus transit providers in Tampa and St. Petersburg, as well as extend those facilities into a grid system which would ultimately result in a fixed guideway approach serving the entire Tampa Bay area.

Our area continues to be one of the fastest growing in the nation. We have added some 488,000 new residents in the last 10 years. We are projected to add a similar number in the next 10 years to the greater Tampa Bay area. We have finalized light rail fixed guideway studies on both the Tampa and St. Petersburg/Clearwater sides of the bay. We are currently moving, with UMTA's assistance, to develop a transition plan linking the studies that have been done on the opposite sides of the bay into a unified approach.

We have worked with the state legislature to establish a bill that is currently in the process of working its way through the legislature in Tallahassee to establish a Tampa Bay regional commuter rail authority whose charge would be to put in place a fixed guideway system in the Tampa Bay area and establish an umbrella agency to bring all of the mass transit operators under.

We anticipate as we move forward with that a scenario whereby 50 percent, at least, of the planning and capital dollars would come from the immediate Tampa Bay area and would hope to get 25 percent from the state level and the legislation currently pending in Tallahassee provides that. And we would hope to look to UMTA for up to 25 percent of the capital expense in a going forward manner some time in the mid to late 1990s.

We have moved beyond the concept stage on both sides of the bay so that there are routes that have been identified in a preliminary fashion, resulting in a backbone system on the Hillsborough side of the bay that looks at an anticipated capital cost of about $1.3 billion. On the Pinellas side of the bay, a 50 mile system that looks at a capital cost somewhere in the neighborhood of $1 billion when the system is completely built out over a 20–25 year time frame.

We understand, obviously, the tight budget considerations in Washington and in all other jurisdictions, including the local ones obviously. But we feel that the Federal Government has an ongoing responsibility in high growth areas such as ours to play a helping hand, if you will, role, although at a much lesser rate in terms of percentage participation, in developing viable mass transit alternatives in the major urban areas.

We look forward to continuing to work with UMTA through the transition stages, and ultimately to a scenario whereby we would be looking for some preliminary engineering and alternatives analysis money from the Federal Government in a participatory role with us. We certainly are pleased that the current Administration's budget proposals are not nearly as dire in terms of the views overall as some of the last ones we saw in the Reagan years. We are active participants in Secretary Skinner's efforts to develop the national transportation policy and a number of representatives from our area provided testimony to that group.

It is important, obviously, to areas like Hillsborough County and the Tampa Bay area to move now to encourage the Federal mass transit programs not be reduced any farther than they currently area and that funding levels be maintained so that the Federal resource is available when we are ready to proceed at some time in the mid-1990s.

We have some prepared remarks that we have submitted, and we would like to have those recorded.

[The information follows:]

STATEMENT OF THE HILLSBOROUGH AREA REGIONAL TRANSIT AUTHORITY
BEFORE THE APPROPRIATIONS SUBCOMMITTEE
ON TRANSPORTATION
OF THE UNITED STATES HOUSE OF REPRESENTATIVES

Introduction

Good Afternoon, Chairman Lehman, Mr. Coughlin, and Members of the Subcommittee. I am John King, a member of the Board of Directors of the Hillsborough Area Regional Transit Authority, which serves the metropolitan area of Tampa, Florida.

On behalf of HART I wish to express our appreciation for this opportunity to express our views on the proposed Fiscal Year 1991 budget for the Urban Mass Transportation Administration and Federal mass transit programs as well as to underscore those Federal transit programs which are of importance to a growing Sunbelt metropolitan area such as Tampa.

Background of the Hillsborough County - Tampa Bay Area

Hillsborough County, along with Pinellas, Manatee and Pasco counties, forms a metropolitan area along the shores of Tampa Bay that is currently estimated to be home to 2.2 million people. In 1980 these four counties had a total population of 1.7 million. In less than ten years we have added 488,000 new residents and 333,000 new jobs to our region. Population forecasts do not foresee any slowdown in the influx of people to our area. This tremendous influx of people into our region has had several impacts, both positive and negative. The impacts on our transportation system and our region's mobility have been most acute. Much of our arterial and freeway system is classified as providing deficient levels of service.

Hillsborough County has been at the forefront of growth and development in the Tampa Bay region. As we leave the decade of the 1980's and all the development and growth which occurred we find that 1990 starts with three major office towers under construction in downtown Tampa as well as a $156 million convention center and a $80 million aquarium, which is estimated to draw nearly two million visitors annually to its downtown location.

Across the Bay, the City of St. Petersburg, as many of you know, has dedicated a new sports stadium, known as the Suncoast Dome, which is regarded as a prime candidate for one of the two expansion teams to soon be designated by baseball's National League. The tallest office tower yet to be constructed in Pinellas County is underway in downtown St. Petersburg.

Transportation Overview

The Tampa metropolitan area has been innovative with a number of transportation development options over the past several years. In 1980 the residents of Hillsborough County approved a referendum to establish a county-wide mass transit system financed with a dedicated source of revenue to provide a stable and reliable source of funds for operating and capital expenses. Our transit fleet has grown from 59 buses in 1980 to 190 coaches providing service on twentythree routes. We have established fourteen park and ride sites throughout Hillsborough County.

We have also moved to address ways in which we can improve internal circulation in downtown Tampa. Just this past November we dedicated a new project, the Marion Street Transit Parkway, which establishes a sense of a fixed downtown transit corridor which provides a high level of transit service. It is intended that this bus parkway will serve as the backbone for a future metropolitan rail system as well as a people mover to serve the entire downtown area. We believe that the Parkway is an excellent example of the staged development of a transportation facility to meet increasing demand as well as to establish in the public's mind what quality transit service can do for the community.

In addition to our Authority's efforts downtown, private sector developers have financed and constructed a .7 mile automated people mover to connect downtown Tampa with development on Harbor Island. This people mover will also provide access to the previously mentioned convention center when its opens later this year just prior to Super Bowl 25.Our innovative transportation programs are not limited to mass transit, however. As many of you may know, Tampa is one of the few urban areas with tollways.

Despite these extraordinary efforts to meet our transportation needs, we find that local, state and federal resources are not growing adequately in size and scope to meet our current needs, let alone our projected needs. In 1987 our metropolitan area, in recognition of the fact that new and expanded streets and expressways would not be able to meet our forecast travel needs by the year 2010, initiated an analysis to identify the most heavily utilized transportation corridors and possible transportation improvements to those corridors.

We are currently in the process of refining our initial findings, which recommended further analysis of a three corridor, 46 mile light rail system. Initial cost estimates, not based on preliminary engineering analysis, indicate a construction cost of $1.4 billion for such a project. Our policy assumptions for financing this system include the availability of 25 percent of the total project cost from Federal mass transit resources. We would seek an additional 25 percent from the State of Florida and provide the remaining 50 percent of the total project cost with public and private resources at the local level.

During the time that Hillsborough County has been advancing in the identification and refinement of a fixed guideway system to serve its most congested transportation corridors Pinellas County (which is anchored by St. Petersburg), has also been analyzing potential fixed guideway alternatives to address its transportation needs. Pinellas County has been exploring the concept of a 53 mile monorail system with an estimated construction cost of $1 billion. The County already owns all of the right-of-way for the proposed project.

While the two most populous counties in the Tampa Bay region have been assessing their internal needs, we have also been bringing into focus the regional, trans-bay needs. As a result of this interest we have formed the Regional Rail Transit Task Force, consisting of Hillsborough, Pinellas and Pasco counties along with the Florida Department of Transportation and other entities. The task force is to assess the individual efforts of the region's counties, and to recommend coordinating methods as well as possible technologies which may be most appropriate for addressing both intra-county and trans-bay mobility needs.

In a parallel effort, the Florida Legislature is currently deliberating a bill introduced by members of our Tampa Bay state legislative delegation to establish a commuter rail authority for the region. This legislative initiative would establish a regional authority to build and operate a commuter and ferry system to serve our four county area.

The State Legislature, as part of its regular session which began this month, is also considering a number of proposals to address transportation needs statewide. One major initiative which is being further refined and analyzed from that special session is known as "The Motion Plan". This initiative would provide a five year, $3.6 billion program to address our state's transportation needs in a multi-modal, coordinated fashion. This program would initiatially provide nearly $200 million in state funds to localities for public transit projects, with the total increasing annually over the life of the legislation.

We at the Authority are encouraged by the efforts both locally and in Tallahassee to address the pressing needs of a fast-growing metropolitan area and state. We were also eager to participate in the public input process which provided input to Secretary Skinner's recently announced national transportation policy. Although we have all expressed reservations about the the recommendations of that policy I think, in fairness, that the policy may accurately reflect where this nation, as well as several states and local metropolitan areas, currently stand in their efforts to assess and provide for transportation needs.

Closing Comments

Although our Authority, as well as other entities in the Tampa Bay area, are not yet in a position to formally request that this Subcommittee consider specific funding requests to assist us in addressing our transportation needs, we do feel an obligation to appear before you to strongly encourage the continuation of a substantial and reliable Federal funding commitment to mass transit programs.

While we are encouraged that the Administration's budget proposal for Federal mass transit programs espouses less draconian funding reductions or eliminations than we have seen over the past several years, we firmly believe that Federal funds should remain available, at local option, for operating costs. We further believe that there is a legitimate, long-term need for Federal participation in the development of new fixed guideway systems. Thus we believe that the Section 3 "new start" funds should continue to remain available to newly advanced projects as well as to those, such as the Los Angeles Metro system, the Jacksonville Automated Skyway Express, and the Miami Metromover, which have already constructed segments with Federal discretionary capital funds.

The responsibility for transportation infrastructure improvements at the local level is as much a responsibility of the Federal government as is the maintenance of the Interstate

Highway system and the nation's air traffic control system. The distinguished former Speaker of the House was fond of saying "all politics is local". The same can accurately be said of the provision of transportation, and our various Federal transportation programs developed and funded over the years is directly reflective of that fact: this nation has benefited overall from Federal financing of mass transit systems (both urban and rural), port development, airport construction and highway projects.

Mr. Chairman, we appreciate the opportunity to present an overview of our local transportation issues and needs as well as to comment on the Administration's FY 1991 budget proposal. We hope that our comments will aid in your deliberations as you draft the appropriations bill for the Department of Transportation for the upcoming fiscal year.

Mr. KING. And we would like to invite you, Mr. Chairman, and the committee to visit the Tampa Bay area and see first-hand the things that are going on.

Mr. LEHMAN. That is an invitation that will be hard to refuse. Just briefly, your Tampa Bay delegation—Mr. Gibbons, Mr. Young—will they be submitting testimony.

Mr. KING. Yes, they will. We have met on a continuing basis with Congressman Gibbons, particularly, and Congressman Bilirakis.

Mr. LEHMAN. And what is coming first, your major league team or Hart?

Mr. KING. Well, we would hope that the major league team comes to St. Petersburg maybe a couple years before we are prepared to go capital requests for the rail system.

Mr. LEHMAN. Mr. Coughlin.

Mr. COUGHLIN. No questions, Mr. Chairman. We thank you for appearing.

Mr. KING. Thank you.

Mr. LEHMAN. Thank you. Mr. Pallone. Is he here? Frank Pallone. Is Mayor Fauntroy here? [Laughter.]

WEDNESDAY, APRIL 25, 1990.

FEDERAL HIGHWAY ADMINISTRATION, REHABILITATION FUNDS FOR WHITEHURST FREEWAY, DISTRICT OF COLUMBIA

WITNESSES

HONORABLE WALTER E. FAUNTROY, U.S. DELEGATE, DISTRICT OF COLUMBIA

JOHN TOUCHSTONE, DIRECTOR, DISTRICT OF COLUMBIA DEPARTMENT OF PUBLIC WORKS

Mr. FAUNTROY. Thank you so very much, Mr. Chairman, for your kind acknowledgement of my presence. Let me say for both you, myself and Mr. Coughlin that we will be glad to take up the invitation to go to the Tampa Bay area at this time of the year.

Mr. LEHMAN. Maybe the Redskins will play down there.

Mr. FAUNTROY. Mr. Chairman, let me thank you so very much for the opportunity to testify. As you see, accompanying me this afternoon is Mr. John Touchstone, who is Director of our D.C. Department of Public Works. And it is a privilege for me to have this opportunity to share this hearing with you.

I am here today, as you know, to support the District's request for $26.4 million in Interstate Substitution Discretionary Funding for the rehabilitation of the Whitehurst Freeway—a freeway with which I am sure most Members are familiar, as it is a gateway both for Northern Virginia and Western Maryland. The District of Columbia has made great progress over the last decade towards investing in the preservation and rehabilitation of the streets and bridges in our Nation's Capital. Of critical importance to nearly every aspect of our lives, of course, is a safe, dependable and efficient transportation system.

We are facing, however, the same challenges every state and major facing city has in this country in terms of paying for transportation systems built years ago, and systems that are suffering from deterioration. In fact, our transportation infrastructure is wearing out faster in the Nation's Capital than it can be repaired. The deterioration of the Whitehurst Freeway, now over 46 years of age, is symptomatic of the nation's aging freeway system, most of which was constructed after 1956.

The Whitehurst Freeway, as I indicated, serves one of the gateways to the Nation's Capital, which affects thousands of Virginia and Maryland commuters on a daily basis, and, moreover, interstate commerce and business trips are vitally served, given the facility's strategic link between Northern Virginia, Maryland and downtown Washington, D.C. In order to protect, therefore, the structural integrity of the Whitehurst Freeway, the District of Columbia government requires an advance allocation of its interstate substitution funds in order to complete the rehabilitation of this roadway.

Therefore, the investment in the rehabilitation of the Whitehurst Freeway will restore this vital link in our region's transportation infrastructure and restore it to its original levels of service. I am urging your support of this critical project, since we must not allow the tremendous investment in our transportation infrastructure here to further deteriorate.

I want to thank you for your consideration of our request, and am just as pleased as I can be to be here with a person who has front line responsibility for that very vital link to our Nation's Capital and the commerce and trade around the region.

Mr. LEHMAN. John Touchstone, be sure to tell Chris Bates hello for me.

Mr. TOUCHSTONE. I sure will.

Mr. LEHMAN. Do you have a statement?

Mr. TOUCHSTONE. Yes, I do. I can just skim through it, because I will submit it for the record.

I am glad to be here before you today, and as you know, I am John Touchstone, Director of the D.C. Department of Public Works. We are requesting $26.4 million in interstate substitution discretionary funding for the rehabilitation of the Whitehurst Freeway. As you know, the interstate substitution program represents funds already earmarked for interstate construction projects which have been withdrawn by the District of Columbia for other projects.

The key priorities of the District of Columbia's transportation system are safety, maintenance, preservation and improvement of the highway and bridge systems serving the Nation's Capitol. And, as the Congressman pointed out, we are going through some of the same deterioration that our overall infrastructure is going through throughout the country. And one of the vital components of the District's roadway system is the Whitehurst Freeway. It is an integral link in the transportation system for metropolitan Washington. It is about .6 miles long. It bypasses Georgetown and connects with K Street east of Rock Creek Parkway.

It is critical to the flow of the east-west corridor, which includes Canal Road, M Street, I-66, Key Bridge, MacArthur Boulevard and Foxhall Road. The elevated structure accommodates over 47,000 vehicles a day, as compared to 24,000 when it was originally opened in 1949. There is an immediate and essential need to rehabilitate this structure, and as the facility nears the end of its service at a total cost of approximately $58.7 million.

So that means that what we are asking for is only $26 million of that, because the first contract we have already let. There is a second contract that will involve the rehabilitation of ramp connections, a small portion of facility at the east end of Foggy Bottom. And the third contract will rehabilitate the ramp connection and a small portion of the freeway at the west end over on the Key Bridge side. While we can get the first contract going, in order to proceed with contracts two and three, we will need the $26 million of interstate substitution discretionary funds.

Major construction projects currently under way include the Southeast-Southwest Capitol Freeway, including the bridge over South Capitol Street and the Anacostia Freeway. Work recently began on the Anacostia Freeway Bridge over the railroad. Next year, we are going to start Sousa Bridge and Case Bridge will be rehabilitated. Further, the District is proceeding with Barney Circle Freeway project, which represents the last link in the District's interstate system.

A technical advisory group and steering committee was established to assist in this project. We held monthly meetings through November of '88, and the file was presented in a forum in '89. Approval for this project has been given by the Fine Arts Commission; the National Capitol Planning Commission; citizens advisory groups through their advisory neighborhood commissions; from the business community through the Washington Board of Trade; and most importantly, the Federal Highway Administration supports this project.

And certainly there has been a little opposition by some people that wanted us to do a depressed boulevard on K Street that would have cost an enormous amount of money. But we felt that it was not feasible, based on cost, traffic impacts and implementation delays. So the District is committed to the revitalization of this infrastructure serving the Nation's Capitol, and we enlist your support to complete the Whitehurst Freeway.

I thank you for your consideration of this request. I would be happy to—I or my staff that is present—respond to any of your questions, programmatic or technical. Thank you.

Mr. LEHMAN. Thank you for the presentation. Lord knows they need not only Whitehurst, but plenty of other infrastructure roadway repairs around here.

Mr. TOUCHSTONE. We are working on it, sir.

Mr. LEHMAN. Mr. Coughlin.

Mr. COUGHLIN. We thank both our colleague and Mr. Touchstone for their appearance here and appreciate what you are doing for the city.

Mr. TOUCHSTONE. Thank you very much, sir.

[The prepared statement of Mr. Touchstone follows:]

STATEMENT BEFORE THE
HOUSE APPROPRIATIONS COMMITTEE
TRANSPORTATION SUBCOMMITTEE
OF THE
U.S. HOUSE OF REPRESENTATIVES
RELATING TO

REHABILITATION OF THE WHITEHURST FREEWAY

BY

JOHN E. TOUCHSTONE
DIRECTOR

DISTRICT OF COLUMBIA

DEPARTMENT OF PUBLIC WORKS

APRIL 25, 1990

MR. CHAIRMAN, AND MEMBERS OF THE SUBCOMMITTEE, I AM JOHN TOUCHSTONE, DIRECTOR OF THE DISTRICT OF COLUMBIA DEPARTMENT OF PUBLIC WORKS.

I APPRECIATE THE OPPORTUNITY TO APPEAR BEFORE YOU TODAY TO REQUEST CONGRESSIONAL SUPPORT FOR $26.4 MILLION IN INTERSTATE SUBSTITUTION DISCRETIONARY FUNDING FOR THE REHABILITATION OF THE WHITEHURST FREEWAY.

THE REQUEST FOR $26.4 MILLION IN INTERSTATE SUBSTITUTION DISCRETIONARY FUNDS REPRESENTS AN ACCELERATED WITHDRAWAL ON THE REMAINING FUNDS DEDICATED TO THE DISTRICT'S INTERSTATE SUBSTITUTION PROGRAM. THE REMAINING WITHDRAWAL VALUE IS APPROXIMATELY $45 MILLION.

AS YOU KNOW, THE INTERSTATE SUBSTITUTION PROGRAM REPRESENTS FUNDS PREVIOUSLY EARMARKED FOR INTERSTATE CONSTRUCTION PROJECTS WHICH HAVE BEEN WITHDRAWN BY THE DISTRICT OF COLUMBIA FOR OTHER TRANSPORTATION PROJECTS.

THE KEY PRIORITIES OF THE DISTRICT OF COLUMBIA'S TRANSPORTATION SYSTEM ARE SAFETY, MAINTENANCE, PRESERVATION AND IMPROVEMENT OF THE HIGHWAY AND BRIDGE SYSTEMS SERVING THE NATION'S CAPITAL.

WE, ALONG WITH EVERY MAJOR CITY IN THIS NATION, IS EXPERIENCING A RAPID DETERIORATION OF OUR TRANSPORTATION INFRASTRUCTURE.

AGING OF OUR ROADWAY SYSTEMS COMPOUNDED BY INCREASED TRAFFIC, HEAVIER VEHICLE WEIGHTS, SALTING AND HEAVY TRAFFIC ON PAVEMENTS DESIGNED TO ACCOMMODATE LOWER VOLUMES HAVE CONTRIBUTED TO THIS DECLINE IN OUR HIGHWAYS AND BRIDGES.

ONE OF THE VITAL COMPONENTS OF THE DISTRICT'S ROADWAY SYSTEM IS THE WHITEHURST FREEWAY, FOR IT IS AN INTEGRAL LINK IN THE TRANSPORTATION SYSTEM FOR THE METROPOLITAN WASHINGTON REGION. THE FREEWAY WHICH IS APPROXIMATELY 0.6 MILES LONG, BYPASSES GEORGETOWN AND CONNECTS WITH K STREET EAST OF ROCK CREEK PARKWAY.

WHITEHURST IS CRITICAL TO THE FLOW OF TRAFFIC IN THE EAST-WEST CORRIDOR WHICH ALSO INCLUDES CANAL ROAD/M STREET, I-66/KEY BRIDGE, MACARTHUR BOULEVARD AND FOXHALL ROAD. THIS FOUR LANE ELEVATED STRUCTURE NOW ACCOMMODATES OVER 47,000 VEHICLES PER DAY AS COMPARED TO 24,000 VEHICLES WHEN IT ORIGINALLY OPENED IN 1949.

THERE IS AN IMMEDIATE AND ESSENTIAL NEED TO REHABILITATE THE STRUCTURE AS THE FACILITY NEARS THE END OF ITS SERVICE LIFE AT A TOTAL ESTIMATED COST OF APPROXIMATELY $58.7 MILLION.

THE PROPOSED SCOPE OF WORK FOR THE REHABILITATION OF WHITEHURST FREEWAY INCLUDES:

- REHABILITATION OF THE BRIDGE DECK AND SAFETY IMPROVEMENTS,

- NEW LIGHTING THROUGH THE USE OF THE WASHINGTON STANDARD GLOBE ON FLUTED CAST IRON POLE. THE LIGHTING ON LOWER K STREET WILL UTILIZE THE SAME GLOBE ON SIDEWALK POLES. THE BASES WILL BE CLAD IN BRICK AND CAST STONE,

- AN 8-FOOT WIDE SIDEWALK ALONG THE SOUTH SIDE OF LOWER K STREET,

* AT THE WESTERN END, THE FIRST RAMP TO KEY BRIDGE FROM THE WESTBOUND FREEWAY WILL BE REMOVED ALONG WITH THE PIER IN THE CANAL,

* THE REMAINING STRUCTURE OVER THE CANAL WILL BE WIDENED AND THE ADJACENT AREA LANDSCAPED. THE SIDEWALK WHICH LEADS TO THE STAIRS SERVING THE TOW PATH AND LOWER K STREET WILL BE IMPROVED; AND

* LANDSCAPING WILL BE PROVIDED TO PROJECT A PARK-LIKE APPEARANCE AT BOTH ENDS OF THE PROJECT.

THE REHABILITATION WORK WILL TAKE PLACE UNDER THREE SEPARATE CONTRACTS. BECAUSE OF THE IMMEDIATE NEED TO REHABILITATE THE STRUCTURE, THE DISTRICT HAS PROCEEDED WITH THE FIRST CONSTRUCTION CONTRACT FOR THE CENTER PORTION OF THE FREEWAY.

THIS CONTRACT WAS ADVERTISED ON APRIL 2, 1990 AND CONSTRUCTION IS SCHEDULED TO START IN THE LATE SUMMER OF 1990.

CONTRACT 2 WILL INVOLVE THE RECONSTRUCTION OF THE RAMP CONNECTIONS AND A SMALL PORTION OF THE FACILITY AT THE EAST END, OR FOGGY BOTTOM.

CONTRACT 3 WILL REHABILITATE THE RAMP CONNECTIONS AND SMALL PORTION OF THE FREEWAY AT THE WEST END, OR KEY BRIDGE.

WHILE WORK ON CONTRACT 1 CAN BEGIN THIS YEAR, FUNDING TO COMPLETE THE OTHER CONTRACTS IS INSUFFICIENT. CONTRACT 1 ESSENTIALLY DEPLETED THE DISTRICT'S BALANCE OF BRIDGE REPLACEMENT AND REHABILITATION FUNDS.

FISCAL YEAR 1990 APPORTIONMENTS WILL BE USED ON OTHER CRITICAL BRIDGE PROJECTS WITHIN OUR PROGRAM SUCH AS THE REHABILITATION OF NEW YORK AVENUE BRIDGE OVER NORTH CAPITOL STREET, KLINGLE ROAD BRIDGE OVER ROCK CREEK AND PARK ROAD BRIDGE OVER ROCK CREEK.

THE PROJECTED AUTHORITY REQUIREMENTS FOR FY 1991 IN BRIDGE FUNDS IS $40 MILLION – BUT THE DISTRICT'S ANNUAL APPORTIONMENT IS APPROXIMATELY $10.8 MILLION.

THEREFORE, IN ORDER TO PROCEED WITH CONTRACTS 2 AND 3, A TOTAL OF $26.4 MILLION OF INTERSTATE SUBSTITUTION DISCRETIONARY FUNDS WILL BE REQUIRED.

MAJOR RECONSTRUCTION PROJECTS CURRENTLY UNDERWAY INCLUDE THE SOUTHEAST/SOUTHWEST FREEWAY INCLUDING THE BRIDGE OVER SOUTH CAPITOL STREET AND THE ANACOSTIA FREEWAY. WORK RECENTLY BEGAN ON THE ANACOSTIA FREEWAY BRIDGE OVER THE RAILROAD. NEXT YEAR, SOUSA BRIDGE AND CASE BRIDGE WILL BE REHABILITATED. FURTHER, THE DISTRICT IS PROCEEDING WITH THE FINAL DESIGN OF THE BARNEY CIRCLE FREEWAY PROJECT WHICH REPRESENTS THE LAST LINK IN THE DISTRICT'S INTERSTATE SYSTEM.

THE DEVELOPMENT OF THE WHITEHURST FREEWAY PROJECT HAS BEEN A COOPERATIVE EFFORT. THE DEPARTMENT OF PUBLIC WORKS HAS WORKED WITH THE BUSINESS COMMUNITY, CITIZEN GROUPS AS WELL AS WITH DISTRICT AND FEDERAL AGENCIES REGARDING THIS PROJECT. A COMPREHENSIVE ENVIRONMENTAL IMPACT STATEMENT WAS COMPLETED IN 1985.

A TECHNICAL ADVISORY GROUP AND A STEERING COMMITTEE WERE ESTABLISHED TO ASSIST IN PROJECT DEVELOPMENT. MONTHLY MEETINGS WERE HELD THROUGH NOVEMBER, 1988 AND A PUBLIC FORUM WAS PRESENTED IN MARCH, 1989.

APPROVAL FOR THE PROJECT HAS BEEN GIVEN BY THE FINE ARTS COMMISSION AND THE NATIONAL CAPITAL PLANNING COMMISSION.

SUPPORT FOR THE PROJECT HAS ALSO COME FROM CITIZEN GROUPS THROUGH THEIR ADVISORY NEIGHBORHOOD COMMISSIONS AND FROM THE BUSINESS COMMUNITY THROUGH THE GREATER WASHINGTON BOARD OF TRADE.

THERE WAS SOME COMMUNITY OPPOSITION TO THIS PROJECT BASED ON A DESIRE FOR A MORE COSTLY COMBINATION GROUND-LEVEL AND DEPRESSED BOULEVARD ON K STREET, N.W. HOWEVER, THIS ALTERNATIVE WAS NOT FEASIBLE BASED ON COST, TRAFFIC IMPACTS AND IMPLEMENTATION DELAYS.

THE DISTRICT IS COMMITTED TO THE REVITALIZATION OF THE INFRASTRUCTURE SERVING THE NATION'S CAPITAL. SINCE THE DEPARTMENT OF PUBLIC WORKS WAS FORMED IN 1984, NEARLY $500 MILLION IN FEDERAL AND DISTRICT MONIES HAVE BEEN EXPENDED ON TRANSPORTATION IMPROVEMENTS IN THE DISTRICT OF COLUMBIA. THIS CONTINUED FEDERAL/DISTRICT PARTNERSHIP IS A KEY ELEMENT IN ASSURING THAT THE DISTRICT'S TRANSPORTATION INFRASTRUCTURE NEEDS ARE MET.

THIS OPPORTUNITY TO ENLIST YOUR SUPPORT FOR INTERSTATE SUBSTITUTION DISCRETIONARY FUNDING TO COMPLETE THE WHITEHURST FREEWAY IS APPRECIATED. THANK YOU FOR YOUR CONSIDERATION OF OUR REQUEST. I WOULD BE HAPPY TO RESPOND TO YOUR QUESTIONS.

WEDNESDAY, APRIL 25, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, TRANSPORTATION AUTHORITY OF THE CITY OF JACKSONVILLE, FL

WITNESSES

HONORABLE CHARLES BENNETT, U.S. REPRESENTATIVE FROM THE STATE OF FLORIDA

MILES FRANCIS, DIRECTOR OF TRANSPORTATION AUTHORITY OF THE CITY OF JACKSONVILLE, FL

Mr. LEHMAN. The dean of the Florida delegation and his friends.

Mr. BENNETT. It is my privilege today to introduce to you Miles Francis, who is a graduate of the University of Florida and native of Virginia, and has been working in the City of Jacksonville for many years in the field of transportation. He presently is Director of the Transportation Authority of the City of Jacksonville, and previous to that handled mass transit and disabled transit and various other aspects of the transportation system in Jacksonville. He now handles all of it.

And he is going to speak in behalf of the elevated expressway, something which I think is very, very valuable to Jacksonville. It has kept down congestion in the downtown city and has been very productive in cleaning up our city streets as far as air pollution and things like that are concerned. So, Mr. Miles Francis.

Mr. FRANCIS. Thank you, Congressman Bennett. I appreciate your introduction. Mr. Chairman, Members of the Committee, I want to thank you first for inviting me here to testify and allowing me to testify and all your help that you have given over the years. It is very appreciated by the citizens of North Florida.

I am here really for two reasons, and I think you have a packet with a statement attached and a map and several other things. I would like the statement to be entered into the record, please, sir.

Number one, I want to give you an update on a system that is up and operating. Almost a year now, Mr. Chairman, we have been in operation. And I want to give you a little insight on what we would like to do for the future.

We started a system and the studying of this system in 1973. We were given the responsibility for building the system in 1976 by the State of Florida and the City of Jacksonville. In 1984, we signed a full funding agreement with UMTA. And today, we can say that we are operating the beginning segment of an elevated people mover system in Jacksonville.

There are two things that I want to say about this system that I am very proud of, and I am talking about the seven-tenths of a mile system that is operating. Each terminal station that we have operating and will have operating in Jacksonville has parking designed around the station. We have done that now in our terminal station. We have gone out in the City of Jacksonville to employers and sold parking places on a three-year contractual commitment. And that has filled up the lots. We are proud of that.

I did not think that people would come to Jacksonville within a mile of their workplace, get out of the car and get on mass transit vehicle and go into the CBD, central business district. But they have done it. And we have planned. We now have about 800 spaces. We plan to have 1,500 spaces at this particular station. Once this system is up and operating, we will have in excess of 5,000 spaces for people to park and ride the vehicle. What we do is sell a three year contract that allows them to park, and also includes the fee for riding the ASE vehicle.

The second thing that I want to mention that we are very proud of is in the area of contract administration. I have not seen any evidence that any other authority has been able to bring one of these projects in close to budget. We have brought this property in within 2 percent of the budget that was designed and implemented back in 1985, and we are proud of that. It is a real challenge. These things, for some reason—it is not like building a bridge, which we do, and we think we do well. It is tough to bring it in close to budget.

What we have facing us now, gentlemen, is to finish the system. As I said, we have built seven-tenths of a mile. We want to build the remaining 2.5 mile system. The next length we would like to build, if you will look at an aerial photo that is in the packet that you have, is the section in red, which goes to the north—a long section goes to the north and hooks in to the green section, which as today is operating. The red section goes up to a junior college that is in downtown Jacksonville.

The other red spur that is included in the $45 million request that we have to you today is for a maintenance facility and a spur to the maintenance facility that will serve the maintenance for the entire system. The last segment will be the blue segment that will traverse the St. Johns River. And I might add that the State of Florida has started construction on the Acosta Bridge, which will accommodate the automated skyway express. We transferred $7 million from UMTA to FHWA to allow the funding of the mass transit element on that bridge.

We feel that the Federal Government has an interest in Jacksonville upwards of $50 million already in the ground. We are asking you to see this with us and with the state through to completion. The citizens of Jacksonville have a $28 million investment in the system, or will have a $28 million investment in the system when it is finished.

We hear a lot about overmatch. That is something that we have to consider, Mr. Chairman. We started with this project before that word was such a popular word. To change that on Jacksonville at this point, once we have part of the system operating, is hard for us to take into account. It is hard for us to deal with us. We feel like the system has proven itself. It has proven its value. And it will continue to prove its value in the future.

Thank you again for your indulgence, and thank you for having me in front of you today.

[The prepared statement of Mr. Francis, Jr. follows:]

TESTIMONY

OF

MILES N. FRANCIS, JR.

EXECUTIVE DIRECTOR

JACKSONVILLE TRANSPORTATION AUTHORITY

JACKSONVILLE, FLORIDA

BEFORE

THE SUBCOMMITEE ON THE DEPARTMENT OF TRANSPORTATION AND RELATED AGENCIES

HOUSE COMMITTE ON APPROPRIATIONS

April 25, 1990

JTA ... Going Your Way

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BRYAN SIMPSON, JR.
•
MILES N. FRANCIS, JR.
Executive Director

It is a pleasure for me to be here today and report to you on the success of the first segment of the Jacksonville Transportation Authority's Automated Skyway Express. I also would like to outline plans for the remaining work to be done to complete this project.

In 1976 the Jacksonville Transportation Authority was given the responsibility of developing a people mover system for the City of Jacksonville by the Florida Department of Transportation. In 1984, 13 years after the initial planning, a Full Funding Agreement with the Urban Mass Transportation Administration, matched by State and local funding, was executed. This enabled construction to begin on Phase 1A of our elevated automated transit system (ASE).

The first segment, a .7 mile starter line, is completed and vehicles are in revenue service. The JTA is now directing its efforts to secure funding for the remaining 1.8 miles of the 2.5 mile system. To date, UMTA has allocated $26.4MM for first-phase (1A) construction and right-of-way procurement. The City of Jacksonville and the State of Florida have matched this sum with a total of $7.7MM. In FY89 UMTA allocated $3.9MM for design and right-of-way procurement for the second phase (1B) of this two-phase project. Congress has earmarked $15MM in FY90 for continued work on the remaining phase. The initial phase was built at a total cost of $34MM and the remaining phase is projected to cost approximately $135MM, including contingency.

We are requesting support for FY91 federal funding in the amount of $45.9MM for elements of ASE Phase 1B (see Attachment A). As the attachment reflects, we have spread the total request over a two-year period. The JTA has secured a resolution of support from our City Council for the local matching share and the Florida Department of Transportation has matching funds in its FY91 work program.

The Jacksonville Transportation Authority designed the ASE to incorporate large parking areas at all of the Terminal stations. Since the opening of our first segment, we have been extremely successful in attracting downtown workers to our ASE parking lots. This effort has been accomplished by signing contracts with large downtown employers which allow their employees to park and ride the ASE to and from work. These agreements are for a period of three years and include payment of a combination parking fee and fare, providing a stable, long-term revenue source to offset operating costs.

The JTA has proven, through its contract administration of the Phase 1A contract, that it can build this type of project within acceptable budgetary standards. By closely monitoring all costs associated with the building of this system, we were able to hold the line on costs resulting in a budget overage of less than 2%.

The most important remaining segment of our system is the crossing of the St. Johns River. The Federal Highway Administration, with financial support from UMTA, is funding a new Acosta Bridge over the

River which bisects our downtown. This new bridge will contain a double guideway for the people mover system. Seven million dollars was transferred from UMTA to FHWA to fund the mass transit element of this bridge.

Your help in securing this funding over the next two fiscal years is crucial for the continued growth of the City of Jacksonville. It will provide for a complete downtown transportation system, one that does not pollute the atmosphere, reduces traffic congestion and is accessible to all of the community.

Attachment

SUNDAY, FEBRUARY 18, 1990

THE FLORIDA TIMES-UNION

METRO

Plan could force thousands to ride people mover

By Steve Patterson
Staff writer

Jacksonville's much-maligned Automated Skyway Express could become the only ride to work for thousands of downtown workers if the city goes ahead with a plan to move downtown parking to fringe areas near people mover stops.

City officials say rush-hour traffic is a mess downtown, and that cars have to be moved out to improve air quality in the heart of the business district.

To do that, the city could by next year put tight limits on the number of parking spaces in or around newly built offices, and it could force companies that rehabilitate existing buildings to do away with parking there, too.

Only a fraction of those offices' employees could park on site, and the rest would have to leave their cars at lots developers or the city would set up at ends of the planned 2.5-mile Skyway Express route, according to a plan the City Council tentatively approved last month.

"We're really going to force you to use" the skyway, said City Councilman Jim Tullis, who said the city has to try something to cut traffic downtown.

The parking plan wouldn't affect offices that have already been built, or parking for shoppers, but officials say they could still bring thousands of commuters onto the people mover in the next few years.

"Theoretically, you could have anywhere from 9,000 to 18,000 parking spaces [on the edge of downtown] supplying the core through the ASE," said Scott Adams, executive director of the Downtown Development Authority.

That would be a big chunk of the more than 32,000 all-day spaces downtown, but Adams said planners haven't figured yet how fast they'll move parking or what parts of downtown they'll target first.

Plans for shuffling parking to the edge of downtown are being written into a citywide plan for managing development in the next 20 years, which the Jacksonville lawmakers are drafting under orders from the state.

That plan — Jacksonville's 2010 Comprehensive Plan — is supposed to be a blueprint for protecting the city's quality of life and environment via controlled development.

The 2010 plan, which is being reviewed by the council, has to be sent to Tallahassee for approval by April 1. If the plan doesn't pass muster, the state could withhold revenue-sharing funds — $60,000 a day or more — until the plan is changed.

Detailed plans for redeveloping downtown, and relieving traffic there, will be finished by March 1991.

Officials said that by restricting office parking as development occurs, the city could cut back dramatically on the number of cars downtown during rush hours.

For example, the thousands of office workers around City Hall could end up riding the people mover if the city follows through on plans to move their offices off a five-block waterfront

The Florida Times-Union, Jacksonville, Sunday, February 18, 1990

(From Page B-1)

strip and attract a developer to start a new high-rise commercial complex.

Also, employees in the string of towering office buildings developers have proposed there could ride the people mover line that planners hope will someday run past the area on the way to the Gator Bowl.

The council approved the 2010 plan's provisions for parking and use of the Skyway Express last month, but it will review the program again when the entire 20-year plan is voted on March 13. The plan calls for $118 million in people mover work by 1995, funded mostly through federal grants, and another $112 million by 2010.

Plans are already on the drawing board for parking lots at the three ends of the people mover, which supposedly will be fully operating by the end of 1993: the Southbank behind duPont Center; the FCCJ Downtown Campus; and the already-open 0.7-mile starter line between the Prime Osborn Convention Center and the Enterprise Center.

Buses that now converge on Hemming Plaza will stop instead at the Skyway Express stations when they open, requiring riders to take the people mover, said Charlie Dixon, a Jacksonville Transportation Authority spokesman.

Westside bus riders got a taste of that last year, when the JTA started routing buses to the terminal near the convention center. The pilot project, which started in July, ended in August after riders complained.

The JTA plans on parking for only 4,000 to 4,500 riders, but Dixon said other property nearby could be opened up for private parking lots.

Most parking changes wouldn't be made until the people mover is finished, but Adams said buses could shuttle commuters from the parking lots if the Skyway Express wasn't running yet.

Parking outside the business district is important if the city wants to keep air downtown breathable during rush hour, Tullis said.

"We have 65,000 drivers [downtown] today turning on their cars at 4:30," he said, adding that pollution from those cars is concentrated by air patterns downtown.

But critics dismiss the plan as a gimmick to give the little-used Skyway Express a captive market.

"You're just rearranging a deck chair on the Titanic," said Mark McCranie, a management consultant who served on a citizens advisory committee that first considered the people mover. "I don't think it [the Skyway Express] ever had a chance of becoming cost-effective.

"They are attempting to force people to ride the ASE," McCranie said, adding that other, cheaper steps to curb rush-hour pollution, such as staggering work hours downtown, haven't been given a fair chance.

But while office workers will have to park and ride, shoppers and other visitors will still be able to park at the 3,000 metered spaces in the heart of downtown, according to Adams, who said shoppers in the area don't make traffic much heavier.

"The traffic that creates congestion . . . is peak [rush] hour," Adams said. "On street parking, and retail parking in general, is usually off-peak and doesn't affect congestion that much."

Also exempt from the plan are parking garages for downtown shoppers, including a more-than-500-space building the city agreed last year to build near The Jacksonville Landing to wrap up a deal with Landing developer Rouse-Jacksonville Inc.

But the whole idea of a mass transit system downtown doesn't make sense to Councilman Dick Kravitz, who notes that people are expected to drive 10 or 15 miles, park and ride the Skyway Express a mile or so.

JACKSONVILLE, FLORIDA
AUTOMATED SKYWAY EXPRESS
TRANSIT SYSTEM
JACKSONVILLE TRANSPORTATION AUTHORITY

Phase 1-B: Includes 1.8 mile dual guideway System which consists of 6 additional stations, 12 additional vehicles, a vehicle maintenance facility and construction of 1.8 miles of guideway. This project also includes joint use of the new Acosta Bridge, an FHWA/UMTA project, which is under construction. Environmental Impact Statement documents were approved for this project in 1984.

FY'91 - Funds the construction of the Central Maintenance Facility, its connecting guideway to the system and the north leg of the system to FCCJ. Provides construction of portions of the Acosta Bridge Transit structure. Also included are three stations and five vehicles. The Central Maintenance Facility also contains the control center for the 2.5 mile system. Will provide Park & Ride and bus interface at the FCCJ station. Right of way acquisition funds to complete the 2.5 mile system are included.

FY '92 - Funds the river crossing and the south leg to St. Johns Place where Park & Ride and bus interface will be provided. Utilizes the new Acosta Bridge facilities which are partially funded by UMTA. Provides three stations and seven vehicles to complete the 2.5 mile system.

Funding Required (millions)

Source	FY 91	FY 92
UMTA	45.90	36.60
STATE	8.35	6.15
LOCAL	9.35	6.15
	63.60	48.90

3/22/90
Scenario 7a

JTA ... Going Your Way

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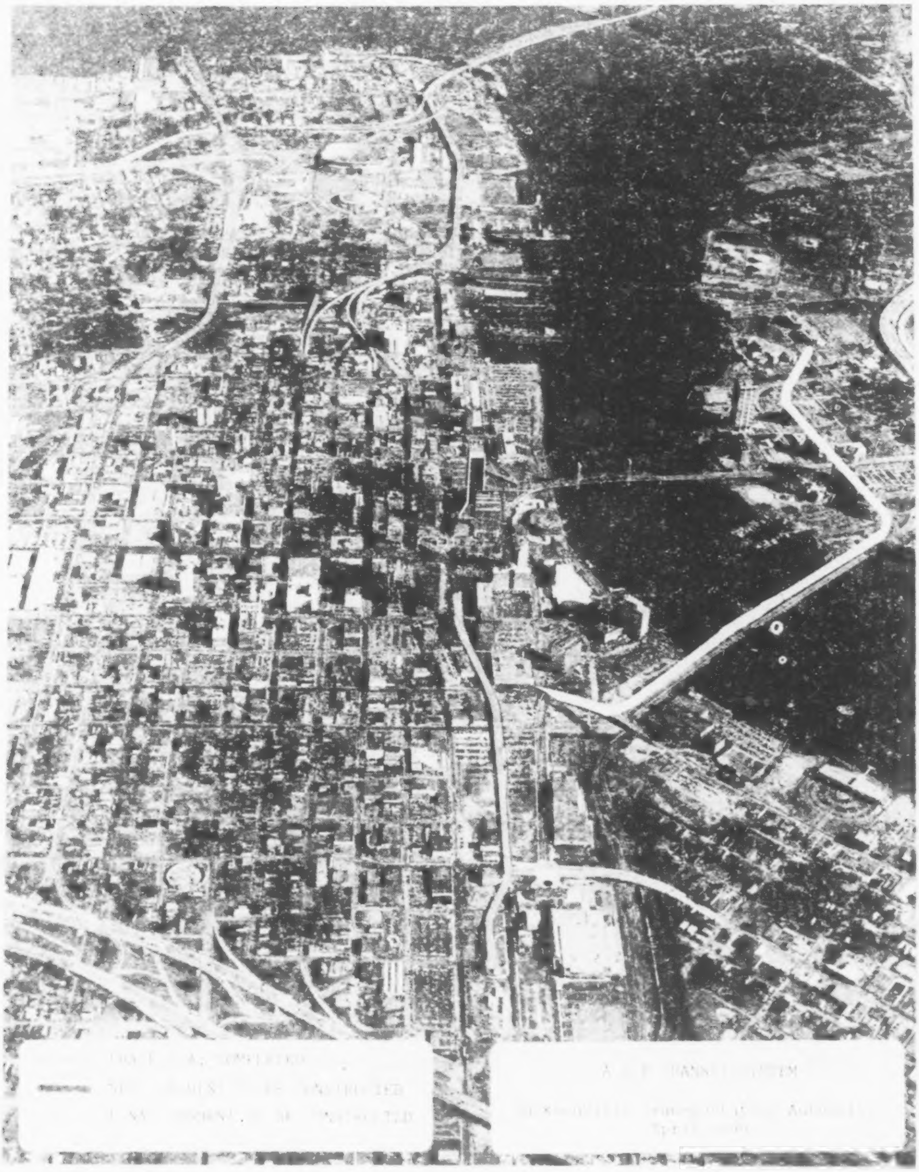
•
MILES N. FRANCIS, JR
Executive Director

Automated Skyway Express
Jacksonville, Florida
Phase I-B - Cost Estimate
($1,000)
FY '91 Funding

BUDGET CODES	TITLE	AMOUNT
13.21.07	Engineering & Design	$ 0
13.71.04	Construction Management	1,900.0
13.75.91	Right of Way Acquisition	6,300.0
13.75.92	Relocation	0
13.23.07	Guideway Construction	15,800.0
13.33.02	Station Construction	3,600.0
13.13.31	Vehicles	4,500.0
13.02.01	Train Control	19,660.0
13.53.03	Power Distribution	4,500.0
13.33.06	Fare Collection	572.0
13.43.02	Maintenance Facility	1,980.0
13.79.00	Support Services	600.0
13.73.00	Contingencies	0
	TOTAL	$59,412.0

These funds, with those previously approved for Phase 1B, will complete construction of the portion of the system from FCCJ south to the CMSA. Included are guideway, 3 stations, 5 vehicles, maintenance and operations facility & portions of the Acosta Bridge structure. It also provides bus and Park & Ride interface at FCCJ Station and completes acquisition of Phase 1B right of way.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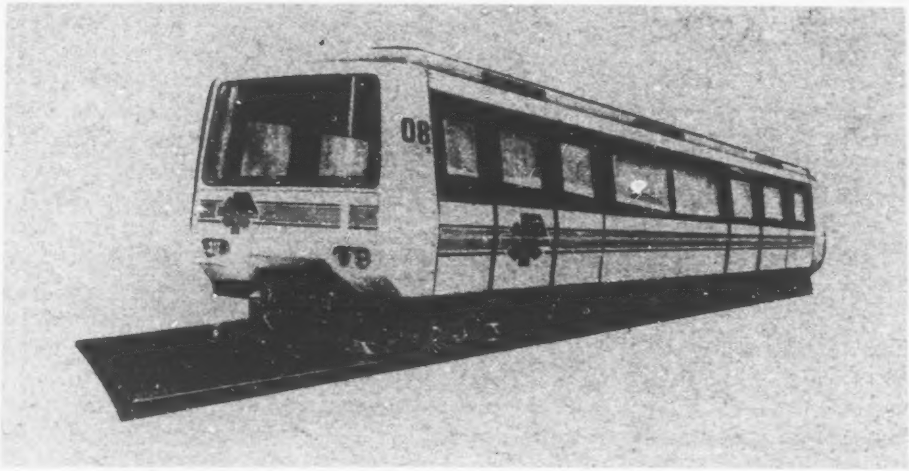
A.G.T. TRANSIT SYSTEM
Jacksonville Transportation Authority
Spring [illegible]

Automated Skyway Express



Jacksonville Transportation Authority

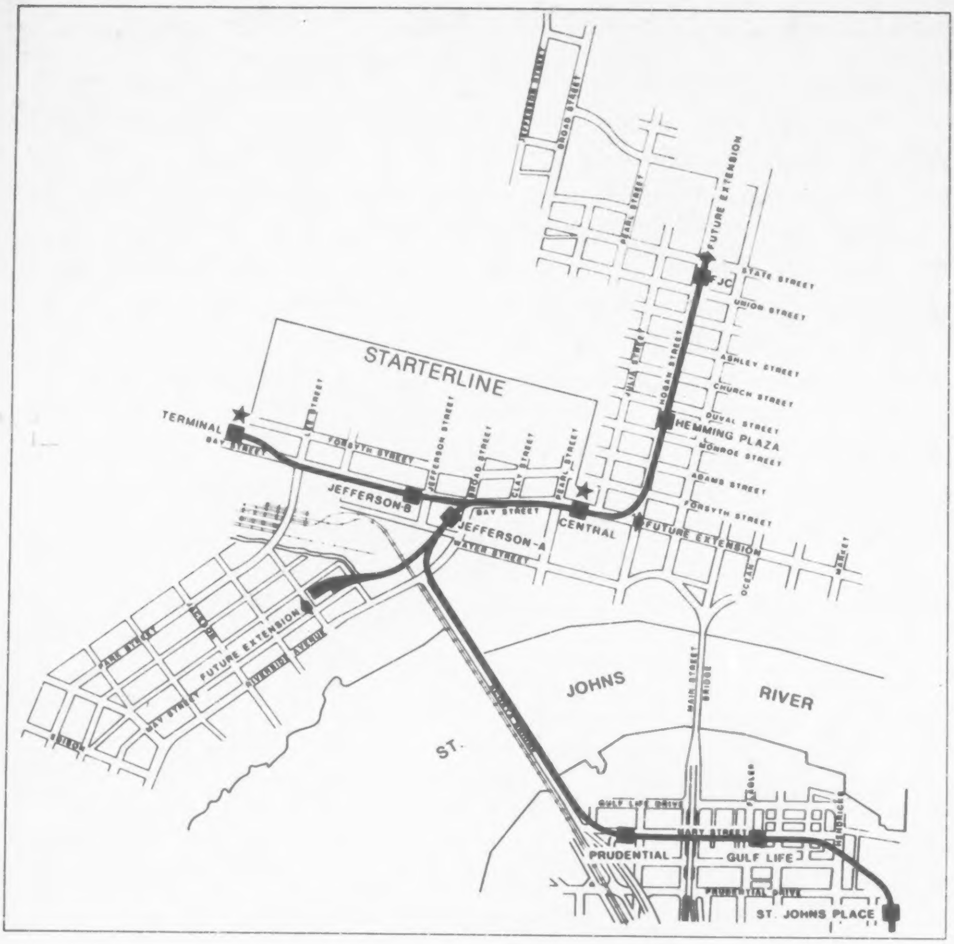
Jacksonville, Florida

ASE FACTS — PHASE 1 SYSTEM

- Phase 1 is 2.5 miles of elevated dual guideway, fully automatic transit system.
- Nine stations will serve the Central Business District.
- All three end of line stations will be intermodal serving as transfer for bus and park & ride patrons.
- Up to 4,000 fringe area parking spaces are planned.
- There will be 14 vehicles carrying up to 92 persons per car at 30 m.p.h. They can be operated as a 3 vehicle train.
- Vehicles will depart stations in 2 minute intervals during A.M., P.M. and mid-day rush periods.
- Vehicles are quiet, non-polluting and climate controlled.
- Stations and vehicles are equipped to serve handicapped.
- Stations are continually monitored by closed circuit TV for security. Vehicles will have 2-way voice communications.
- Stations and vehicles will be manned by roving patrols.

ASE BENEFITS

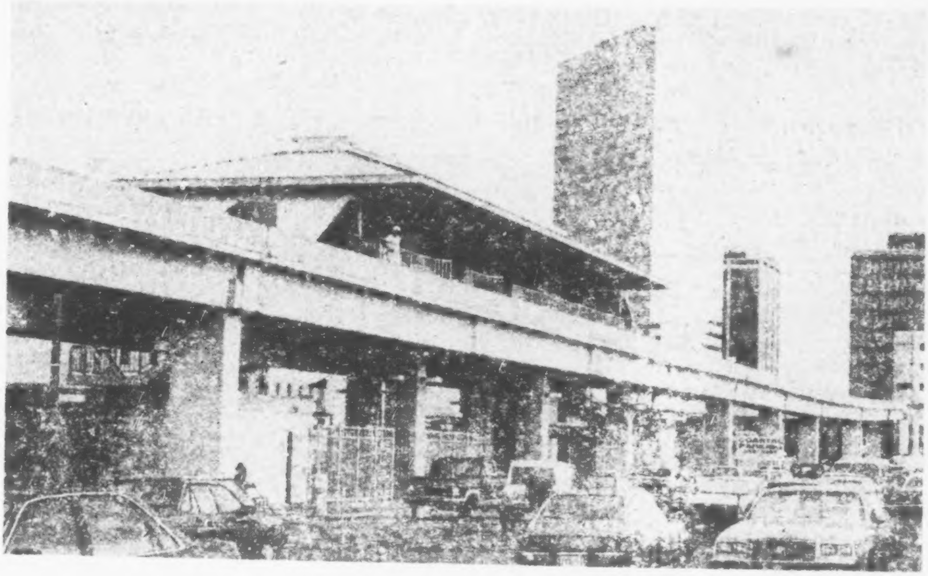
- More Efficient Bus Transit Operation in Suburban Areas
- Higher Level of Transit Service to Entire County
- Reduces Long-Term Operational Costs and Subsidies
- Provides Low-Cost Parking at Fringes of Core City
- Increases Mobility within Downtown
- Promotes Greater Level of Development – Enhances CBD Tax Base
- Reduces Pollution
- Reduces Traffic Congestion in CBD


BROAD STREET
PEARL STREET
FUTURE EXTENSION
FJC
STATE STREET
UNION STREET
ASHLEY STREET
CHURCH STREET
DUVAL STREET
HEMMING PLAZA
MONROE STREET
ADAMS STREET
FORSYTH STREET
FUTURE EXTENSION
JULIA STREET
HOGAN STREET
STARTERLINE
TERMINAL
BAY STREET
LEE STREET
FORSYTH STREET
JEFFERSON STREET
BROAD STREET
CLAY STREET
PEARL STREET
JEFFERSON-B
BAY STREET
JEFFERSON-A
WATER STREET
CENTRAL
OCEAN
MARKET
PARK STREET
FUTURE EXTENSION
RIVERSIDE AVENUE
BAY STREET
JOHNS
RIVER
ST.
MAIN STREET
BRIDGE
GULF LIFE DRIVE
MARY STREET
HENDRICKS
PRUDENTIAL
GULF LIFE
PRUDENTIAL DRIVE
ST. JOHNS PLACE

Map of 2.5 Mile ASE system

★ Starterline — Under construction – open early 1989

JEFFERSON STATION



- Jefferson Station is designed to accommodate a 3rd level without additional structures.
- The station roof structure is designed to be removable and reusable at other station locations when joint development occurs.
- Stations can be integrated into future structures.
- Stations are designed to coordinate with future development.
- Each station has two stairwells, an elevator and can accommodate two escalators when needed.

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Mr. **Bennett**. I want to express my thanks to the committee for what you have done for the project.

Mr. **Lehman**. Thank you. Overmatch may be unfair, but overmatch is what it is all about now. It is limited funds, and you have all these people wanting less than 50 percent federal. And the same as I told Mr. AuCoin from Portland, Oregon, this is the way of life up here now. So you have to really take that in consideration.

I just want to know. You are asking $45 million for the two red lines?

Mr. **Francis**. That is correct. The two red lines, Mr. Chairman, and all of the right-of-way. And while the state is building the Acosta Bridge, it would be a cheaper way for us to go to have the state contractor go ahead and place the piers for the automated skyway express.

Mr. **Lehman**. I thought that was done anyhow.

Mr. **Francis**. No. That is not done.

Mr. **Lehman**. I thought UMTA had already transferred the money to——

Mr. **Francis**. That builds the guideway on the bridge.

Mr. **Lehman**. I see.

Mr. **Francis**. What we would like to do is have the piers to the approach built at the same time the bridge is being built. That is a——

Mr. **Lehman**. Is that in the $45 million?

Mr. **Francis**. That is correct.

Mr. **Lehman**. All right. Well, I just wanted to break down the $45 million, how much for this, how much for this, and how much for this.

Mr. **Francis**. Okay. I can do that for you. In Federal dollars, the north leg, which is the straight longer red line in Federal dollars, is approximately $22 million. If you add the other red line, which is the shorter of the two, it is approximately $14 million. And the other two components make up the right-of-way and the pier placements for the Acosta Bridge.

Mr. **Lehman**. Thank you very much. Mr. Coughlin?

Mr. **Coughlin**. Thank you, Mr. Chairman. What is your daily ridership on the first phase?

Mr. **Francis**. The daily ridership now is about 1500. We are growing every day. We are up to 36,000 a month, most of them commuters servicing the parking lots that we have and the convention center.

Mr. **Coughlin**. But only 1500 a day?

Mr. **Francis**. That is correct.

Mr. **Coughlin**. And how much of the cost does the fare cover?

Mr. **Francis**. We are up now to—the breakdown is in the handout, but we are up now higher than the bus system is. I think we are over 40 percent fare box ratio.

Mr. **Coughlin**. So you are getting 40 percent recovery out of the fare boxes?

Mr. **Francis**. That is correct.

Mr. **Coughlin**. And as the Chairman mentioned, you are not contemplating a larger local match for the new segments?

Mr. **Francis**. No. We are here today asking for the 75 percent match.

Mr. **Coughlin**. That is going to be tough.

Mr. **Francis**. I understand that.

Mr. **Coughlin**. Thank you, Mr. Chairman.

Mr. **Lehman**. Thank you very much. We will do the best we can.

Mr. **Bennett**. Thank you very much.

Mr. **Francis**. Thank you, sir.

Wednesday, April 25, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, AMTRAK

WITNESS

HONORABLE FRANK PALLONE, JR., U.S. REPRESENTATIVE FROM THE STATE OF NEW JERSEY

Mr. **Lehman**. Mr. Pallone.

Mr. **Pallone**. Thank you, Mr. Chairman and Members of the committee. I am basically here today to voice my objection to the President's plan to reduce Federal Government participation in funding mass transit projects. The problem is that the proposed cuts would seriously jeopardize New Jersey Transit's operations and would lead to drastic increases in rates and inevitably a loss in ridership to New Jersey Transit.

Just for background, commuters in my congressional district, which is along the Jersey Shore, rely on New Jersey Transit service on the northeast corridor for their commute into Northern New Jersey and also into New York City. Over the past two years, rates have increased 21.5 percent and that actually includes 9 percent in May of '88 and also 12.5 percent in May of '89. And even with the $38.2 million in federal operating assistance in 1990, New Jersey Transit is forced to propose yet another rate increase of 10.2 percent to take effect in July of 1990. So you can see what has been happening in the last few years.

Mr. Chairman, the President's budget proposal would mean a $35 million reduction in operating assistance funds to the State of New Jersey. And as the most densely populated state in the nation, New Jersey depends heavily on its public transit system. Obviously, as you know, for the sake of environment that we must get people out of their cars and into public transit. And rate hikes obviously are the enemy of that objective.

There are two other funding matters which would improve mass transit service in New Jersey that I wanted to mention. One is restoring Amtrak subsidies, and the other is funding the northeast corridor improvement project. Amtrak lines in New Jersey service about half of New Jersey transit rail passengers, and without an Amtrak subsidy, New Jersey may likely be subject to even more severe rate increases. The northeast corridor improvement project is needed to promote safety through the implementation of the state-of-the-art rail traffic control system.

I just wanted to mention, Mr. Chairman, this is not the first time. This is actually the second time that I have come before the

Subcommittee in the last couple of years to basically talk about the same thing. But I think that it is important for me to be here today to at least mention that the President's proposals would have a major impact on the state, and that ultimately what it means is that mass transit ridership goes down and there is less interest by the public in mass transit.

Thank you for your attention.

Mr. LEHMAN. You are a chip off the Jim Howard block.

Mr. PALLONE. Exactly.

Mr. LEHMAN. Mr. Coughlin.

Mr. COUGHLIN. No questions, Mr. Chairman. Thank you for being here.

Mr. PALLONE. Thank you very much.

WEDNESDAY, APRIL 25, 1990.

FEDERAL HIGHWAY ADMINISTRATION, HIGHWAY USERS FEDERATION FOR SAFETY AND MOBILITY

WITNESS

LES LAMM, PRESIDENT, HIGHWAY USERS FEDERATION

Mr. LEHMAN. Les Lamm. Well, you are keeping it off.

Mr. LAMM. I am trying to, Mr. Chairman. It gets tougher as we get older. Mr. Coughlin, how are you?

Thank you very much for the opportunity to be here, Mr. Chairman. You already have my statement which obviously is much briefer than the justifications which I used to bring to this committee.

I will further summarize it as well. We were disappointed, frankly, by the Administration's approach to the nation's surface transportation needs as they have indicated in their 1991 budget proposal which, in the case of the highway program, calls for a 7 percent overall program reduction from 1990. On a constant dollar basis, the requested obligation ceiling is as low as any that has been approved since the 5 cent increase went into effect in 1983. Because of inflation, these dollars, stable though they may appear to be, actually buy 25 percent less road today, while highway traffic is up about 27 percent since 1983.

There is a chart on page 1 of my testimony that brings that out, and it shows graphically the growing gap in our ability to keep up with the public's demand for an improved highway service. We see that as we drive around this area. You see it as you drive in your home district. Mr. Coughlin sees it in Pennsylvania, as well. Highway users do share the national concern over Federal budget deficits, and we are willing to share in reasonable efforts to bring the deficit under control. However, we do not think that the Administration's call for further obligation reductions for the sake of what is called the deficit neutral program actually has a desirable impact on the domestic economy.

The 1991 DOT budget projects total highway trust fund revenues of more than $16.6 billion, including interest. Outlays are estimated to be in the range of $15.1 billion. From our view, this is hardly deficit neutral. If true deficit neutrality were desired, total obligations could be increased at least to $16.6 billion. In fact, as you know, Mr. Chairman, because of the lag in processing bills for payment, obligations could probably be increased as much as $1 billion higher than that.

In light of that disparity and with the problems we see accumulating in the highway system nationally, we fully support efforts of the National Governors Association, who proceeded us today, and others to increase the fiscal year 1991 highway program obligation ceiling to $15 billion. We urge the Members of the subcommittee to consider this proposal.

We were also quite pleased though to see the recent release by the White House of Secretary Skinner's national transportation policy. This subcommittee has frequently called for the U.S. Transportation Department to exercise a leadership role in transportation policy and it is obvious Secretary Skinner is attempting to do that. We want to work more closely with the Department as they prepare their obligation proposals and their authorization legislation further on for this year and next.

We have shown for the committee a more detailed reaction to that national transportation policy. We have also included as an appendix to my testimony a detailed description of the Highway Users Federation's nine point program, which is what we feel proposed interstate federal highway transportation priorities should entail. And basically, Mr. Chairman, that would raise highway funding to roughly $22.9 billion. That $22.9 billion includes $3 billion for transit, as well. But roughly $19.9 billion per year highway program.

We believe an evaluation of the current balance in the highway trust fund would tell us that this expenditure level could be provided for perhaps two, perhaps three years without raising additional taxes, but by drawing down the balance in the highway trust fund.

We think the state and local governments can use a window of this sort while federal taxes stay stable to re-examine and adjust their own user fees as necessary to fund their share of an expanded program.

The last item that we have included in the appendix to the testimony is a summary of transportation 20-20. The program is roughly three years old right now. More than 100 national associations, trade associations have worked together to develop a consensus program for national highway policy. The report is entitled "Is Consensus Possible?" and frankly, close to 50 different proposals would be supported by 70 percent or more of the 100 national associations. But we believe that rather than the Congress receiving fragmented testimony on highway and transit policy, you want to have the transportation community coming to you with a more consistent statement in the future.

Mr. Chairman, finally, time is fleeting. The Federal Highway Administration will have to distribute their final year of Federal aid highway funding in less than six months from now. As you know, the present law calls then for the highway trust fund and the Federal aid programs to disappear and to be turned back to the states. We believe we need timely and effective congressional action in order to continue a federal aid highway program beyond 1991. We want to work with this committee and with other committees of Congress to help achieve what the U.S. economy needs.

We all want our national economy to grow, but as we see it, a growing economy needs a healthy and an expanding transportation system in order to provide that service.

Mr. Chairman and Mr. Coughlin, it was a pleasure for me to be here. If you have any questions, I would be pleased to try and answer them.

Mr. **Lehman**. You know, if we could get a larger 302(b) allocation, I cannot think of a better place to put it than highways. In the meantime, how likely that is, I do not know. But do you think we will be held together long enough to see an additional gasoline tax?

Mr. **Lamm**. I believe we will, Mr. Chairman. In fact, I think our members would support a further increase in the fuel tax at such time as we can demonstrate to them that today's revenues are being used in a timely fashion. And if we can bring the balance in the trust down from its current level of close to $17 billion to perhaps somewhere in the range of $2–3 billion, then I do not believe you would have any trouble supporting a tax increase.

Mr. **Lehman**. Mr. Coughlin?

Mr. **Coughlin**. Thank you, Mr. Lamm. You are an old friend and a friend of this Committee. We always look forward to your testimony. You certainly have got a great deal of expertise in the field and we appreciate your appearance here.

Mr. **Lamm**. Thank you, Mr. Coughlin. It is a pleasure to be here.

[The prepared statement of Mr. Lamm follows:]

Highway
Users Federation
FOR SAFETY AND MOBILITY

TESTIMONY
OF
LESTER P. LAMM
PRESIDENT

HIGHWAY USERS FEDERATION FOR SAFETY AND MOBILITY

TO THE
TRANSPORTATION AND RELATED AGENCIES SUBCOMMITTEE
COMMITTEE ON APPROPRIATIONS
U.S. HOUSE OF REPRESENTATIVES

ON THE
1991 TRANSPORTATION APPROPRIATIONS

APRIL 25, 1990

1776 Massachusetts Avenue, N.W., Washington, D.C. 20036 (202) 857-1200

Mr. Chairman, my name is Lester Lamm and I am President of the Highway Users Federation for Safety and Mobility. I'm very pleased to be here once again to express some of our concerns about the Federal-aid highway program

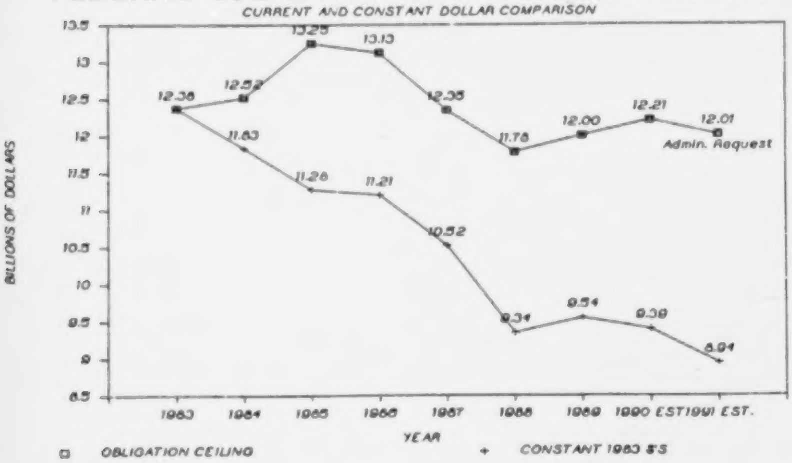
The Highway Users Federation is a national coalition of businesses, industries and associations, working to improve the safety and efficiency of America's highway transportation system. Our membership consists of more than 400 companies and associations representing 27 industrial and commercial categories, 63 state and local conferences, and 2,000 individual members. Our members, in turn, speak for more than 30 million commercial and private users of the nation's highway system.

The Federation's members comprise the largest group of highway users and suppliers of highway services and products. By their highway usage, this group also represents the primary source of income for the Highway Trust Fund. In other words, our members are the principal payers of state and federal highway user fees.

Reaction to 1991 DOT Budget

The Federation was disappointed by the Administration's restrained approach to the nation's surface transportation needs as set out in the 1991 budget proposal, which calls for a 7 percent overall program reduction from the approved 1990 levels. On a constant dollar basis, the requested obligation ceiling is as low as any approved since the nickel increase in the fuel tax went into effect in 1983 (see chart). Because of inflation, these "stable" dollars actually buy 25 percent less road today while highway traffic is up nearly 27 percent since 1983.

FEDERAL OBLIGATION CEILING FOR HIGHWAYS



Highway users share the national concern over federal budget deficits and are willing to share in reasonable efforts to bring the deficit under control. However, the administration's call for further highway obligation reductions for the sake of a "deficit neutral" program would have a clearly undesirable impact on the domestic economy.

The administration's definition of deficit neutrality holds total highway program obligations equal to the total highway tax revenues received for the period of the Surface Transportation and Urban Relocation Assistance Act (STURAA), fiscal years 1987 through 1991. However, as the Subcommittee is aware, while the deficit is calculated on a simple income/expenditure basis for a single year, this approach doesn't work well when applied to activities like the highway program in which the government agrees in advance to pay for projects which will actually be paid for over the course of several years.

A full accounting of Highway Trust Fund finances must consider not only the tax proceeds from highway users, but the interest income accruing to the Trust Fund from investment of the Trust Fund balance. Since the fund was established in 1956, interest income has been credited to, and forms part of the Trust Fund revenue (Internal Revenue Code, Section 9602(b), 70 Stat. 374, Section 209(e)(4).

The 1991 DOT budget projects total Highway Trust Fund revenues of $16.614 billion, including interest. Outlays for 1991 are estimated to be $15.127 billion. From our view, this is hardly "neutral". If true deficit neutrality were desired, total obligations could be increased to $16.6 billion. In fact, because of the lag in processing bills for payment, obligations could be increased to as much as $17.6 billion or more.

In light of this disparity, we support the efforts of the National Governors Association and others to increase the FY 1991 highway program obligation ceiling to $15 billion. This action would have an immediate, positive impact on the level of work that the states could undertake while causing only a minimal impact in actual outlays. It would also represent a positive step towards a draw-down of the Highway Trust Fund balances. We urge the members of the subcommittee to consider the merits of this proposal.

Federation reaction to DOT policy

We were pleased by the recent White House release of the National Transportation Policy. Secretary Skinner is to be commended for completing this process, and elevating transportation to a higher position on the nation's policy agenda. The findings of the DOT's public outreach effort confirmed much of what the Federation and others found through the Transportation 2020 process in 1987 and 1988. A more detailed reaction is contained in the enclosed Federation summary to its membership. We specifically commend the Administration for recognizing the need to invest in America's transportation and for the promise to "fully use the funds that people have paid in transportation user charges for investments in transportation." Our private sector members completely support the concept of greater public, private cooperation for a more effective future highway program. We will do our part to make this work.

Proposed Highway Program

Mr. Chairman and members of the subcommittee, in my appearances before you over the past several years, I've reported on the Federation's efforts to develop greater public awareness of the nation's highway needs and to develop a consensus amongst the various transportation interest groups on the most vital issues to be addressed in the Federal-aid highway program reauthorization.

I am pleased say that these efforts have led to the successful development of a Federation proposal for the future highway program which, in our view, will meet the current and future surface transportation needs of the country while making more efficient use of the revenues collected from highway users.

In the interests of time, I am submitting for the record a comprehensive discussion and breakdown of the Federation highway program proposals and will briefly summarize the major points of our proposal.

The Federation 9-point program

The Federation proposes a four-year reauthorization with annual funding of $22.9 billion for federal-aid highways and transit through 1995. We believe these funding levels can be supported without an immediate increase in user taxes, if balances in the Highway Trust Fund are used for their intended purpose and the special tax treatment of gasohol is eliminated.

1. Protect the Interstate System

Over the past 35 years, the United States has invested more than $133 billion to create the Interstate Highway System. Interstate highways carry more than 22 percent of all travel, though they consist of about one percent of the nation's road system.

The physical and operational condition of the Interstate System must be kept to a very high level through an ongoing program of restoration, rehabilitation, resurfacing and reconstruction. The Federation recommends that completion of the system be fully funded and an additional annual federal-aid commitment of $4 billion for these activities.

2. Create a National Arterial System

Another three to four percent of the nation's highway system carries another 30 percent of vehicle travel. A program is needed to upgrade these priority routes with safer designs, controlled access and additional lanes where needed and bypasses and arterial roadways in growth areas.

The Federation urges the maximum use of new engineering techniques to make travel on this National Arterial System safer and more energy efficient, help to reduce traffic congestion and help to improve urban air quality. The Federation recommends an annual federal-aid budget of $6 billion for this program.

3. Restore Metropolitan Mobility

Throughout the U.S. there are areas where billions of dollars have been invested in homes, offices and factories but not enough in needed transportation infrastructure, including roads, bridges, parking facilities, traffic control facilities and public transit.

The Federation proposes a five-fold increase in the federal commitment to helping people "get around town" through a Metropolitan Mobility Program for areas with populations over 50,000. This would be a different type of program, reducing red-tape by allowing local authorities more flexibility to spend the funds on any surface transportation capital investment, provided that investment fits into a 10-year development plan developed locally and approved by the state. We feel this would reverse the past trend toward under-investment in transportation infrastructure and improve urban mobility.

The Federation recommends annual federal funding of $4 billion for these efforts from the Highway Trust Fund, coupled with $3 billion per year from general funds for high cost transit programs such as subway systems.

4. Connect Rural America

Access to major highways is critical to millions of Americans living on farms and in small cities and towns. Although daily traffic mileage on these non-arterial roads is small, the total sum of rural road mileage is large. These roads are vital to the distribution of produce from the nation's agricultural sector to consumers throughout the country.

Local governments cannot provide for our rural mobility needs alone; major assistance is needed to keep rural roads and bridges safe and serviceable. The Federation recommends the establishment of a Rural/Small City Program to support highway or public transportation improvements in rural areas and cities with populations below 50,000. The projects would be selected by local officials, following state-approved long-range improvement plans. federal-aid funding for this program should be $2 billion annually.

5. Keep Bridges Safe

Bridges are vital to all our road systems and the members of this Subcommittee are very familiar with the vast number of America's bridges which are outmoded, obsolete and increasingly unsafe.

The Federation proposes a state-managed bridge program which would use federal-aid funds to ensure that all highway bridges receive proper inspection, maintenance and rehabilitation or replacement, regardless of what system they might be on. We recommend annual federal-aid funding for this effort of $2.5 billion.

6. Improve Traffic Safety

The United States has the lowest highway fatality rate for travel of any industrialized nation in the world: 2.2 deaths per 100 million miles of travel. The number of traffic fatalities, exceeding 45,500 in 1989, is still too high.

While each of the elements of our proposed highway program would bring additional safety benefits, additional federal funding is justified to eliminate roadside hazards, improve signs, signals and markings, and to support non-engineering activities such as safety belt and child safety system use, alcohol and drugged driving countermeasures, driver education, traffic law enforcement and the regulation of commercial vehicles.

Speaking of safety belt use, the Federation and the auto industry, working with Traffic Safety Now, are proud of the role we played in bringing about passage of state safety belt use laws throughout the country. These laws are now in effect in 33 states and the District of Columbia, and the increased safety belt use they have produced has been credited with saving more than 10,000 lives. More can and should be done to increase enforcement of safety belt laws, and to bring about their passage in those states which do not have them. In this regard, we support the Administration`s goal of increasing belt use from the current level of just under 50 percent to 70 percent by 1992.

7. Research and Development

Research can provide major dividends in the form of better highway operations and safety. We realize it is not possible in all cases to address traffic congestion through the addition of more lanes. We will have to augment traffic capacity through the use of new technologies which allow the road system to be used more efficiently and make it safer for all drivers.

The Federation recommends the establishment of a 10-year public/private development program dedicated to putting smart cars on smart roads, which will provide drivers with electronic aids to warn of hazards, give locations and provide destination headings in all weather and traffic conditions. The focus of this program should include the research and development of new technologies but also place as much emphasis on the implementation of current technology wherever possible. We recommend an annual federal budget of $100 million per year for the smart car-smart road program, to be matched by the commitments of private industry in a ten year program. Other FHWA research activities should also be expanded.

8. Develop Scenic and Public Lands Roads

Millions of acres of scenic and public lands should be opened to the American public and foreign visitors through the environmentally-sensitive development of recreational highways.

Tourism is a major source of income for many states and we recommend that the existing programs for the development of park, parkway, public land and scenic/recreational routes be closely coordinated with our suggested rural and arterial highway programs. The nation needs a coordinated program of scenic roadways to enhance tourism. Greater access to the nation's mineral, livestock and timber resources is also needed through the development of ecologically benign roads to remote areas. The Federation recommends $300 million in annual federal funding for the federal lands access efforts. The scenic roads program should be eligible for all regular federal-aid programs, rather than having a new program of specific funding.

9. Assure Better Planning

The $22.9 billion in total federal expenditures recommended under the Federation program demands more and better coordination of transportation and private development decisions to assure that both support community goals. This is a process which has failed too often in the past. It must be improved without eroding the rights of local citizens to decide their own development futures.

State and local planning should be strengthened by this proposal and federal-aid transportation projects would have to conform to an established long-range plan meeting specific, locally set development goals and priorities. This effort would be funded by an increased percentage of highway and transit program funds.

Funding Recommendations

While recommending higher expenditures for highways in order to meet existing and future highway needs, the Federation is not suggesting a change in the historical proportions of federal, state and local funding; that is, roughly, 25 percent from the federal government, 50 percent from state governments, and 25 percent from local governments.

We believe our recommended programs and funding levels can be supported through 1995 without any additional federal highway user taxes. It would require that current funds available in the Highway Trust Fund be fully utilized, elimination of the excise tax exemption for gasohol (almost $500 million in 1989), making full use of the interest earnings of the Trust Fund (more than $1 billion annually), and drawing the balance of the Highway Trust Fund down over the reauthorization period to a reasonable level of $2 to $3 billion. We believe any proposals to increase federal highway user taxes should be deferred until the present excessive Trust Fund balances are drawn down, and the funds productively used for their intended purposes. State and local governments can use this four-year "window" to reexamine and adjust their user fees if necessary to fund their portion of an expanded program.

The Federation recommends a minor departure from the existing requirements for state matching funds on highway projects. We would establish a standard 25 percent state (or local) matching requirement with the following exceptions: limited access projects (15% state/85% federal), safety activities (0% state/100% federal) and safety construction projects (10% state/90% federal). Matching requirements in states with large federal land holdings should be reduced, as is the current practice.

Funds should continue to be apportioned to the states on the basis of simple and equitable formulas, and the states should receive no less than 90 percent of the funds their citizens contribute to the Highway Trust Fund.

Consensus Building

In developing the Federation's highway program proposal, we have relied heavily on information developed through our participation in several major consensus-building efforts -- Transportation 2020, the Advisory Council on Highway Policy (ACHP), and the Transportation Alternatives Group (TAG). We believe our proposal is entirely consistent with the positions developed in these other efforts.

The Transportation 2020 process, led by the American Association of State Highway and Transportation Officials (AASHTO) and the Federation, sought to identify the surface transportation policies that the national economy will need in the year 2020. This effort consisted of a series of 65 public forums, conducted throughout the U.S. in 1987 and 1988.

The Advisory Council on Highway Policy (ACHP), a subgroup of Transportation 2020 which includes more than 100 organizations interested in transportation, was established to conduct the public forums, evaluate policy options, and begin the consensus building process.

The ACHP has developed a consensus on a wide range of policy issues as shown in the responses to a group survey in late 1989. Of 67 specific questions relating to the future highway program, 49 were supported by 70 percent or more of the respondents. The questions and responses are contained in the attached report of the ACHP, "Is Consensus Possible?" We commend this report and its recommendations to the Subcommittee. In our opinion, the proposals represent good public policy.

The Federation also participated in the Transportation Advisory Group (TAG), a coalition of public and private interest groups which developed a series of consensus policy recommendations that provide another valuable asset for Congress' consideration as the reauthorization process moves forward.

The need for early, effective action on the highway bill

Mr. Chairman, we have already reviewed the efforts of the surface transportation community to document the nation's transportation needs and develop the remarkable degree of consensus for action which now exists. The nation is poised to move forward in protecting and enhancing our surface transportation system. We have seen several unusual occurrences which bode well for our efforts in the next several months;

* the successful development of a consensus in the transportation community regarding those issues of greatest importance to the nation,

* the release of the National Transportation Policy, which provides a unified framework for improving all of our national transportation modes, and,

* the high degree of interest which highway legislation enjoys in Congress, coupled with the broad experience and knowledge of the members and staff.

But we are very pleased by these events and happy to see the reauthorization process underway. But we are also concerned that issues already under Congressional consideration -- such as the revision of the Clean Air Act, or recurring notions for a gasoline tax increase to fund non-highway activities, may move forward in the near future and preempt our efforts to develop a thoughtful and comprehensive highway measure by limiting individual mobility, altering the basic financing structure of the Highway Trust Fund, or tapping directly into traditional sources of highway revenues.

The need for government/private sector cooperation

By virtue of our diverse membership, which includes private and corporate interests, and our strong ties to state and federal highway program managers, the Highway Users Federation is in a unique position to review the current program and offer suggestions regarding the next highway bill.

The Federation welcomes the opportunity to act as an interface between public and private interests in developing an even stronger cooperative approach for the future national highway program. For example, the Federation, in conjunction with General Motors and the Department of Transportation, is sponsoring a leadership conference this May on the implementation of Intelligent Vehicle Highway Systems. This event, to be held in Orlando, Florida, will bring together the business and government policy-makers who will actually put such technology into production and use. Rather than focusing on the technical aspects of IVHS systems, this conference is intended to develop a systematic plan for the implementation of existing technologies and those which will become available in the future.

We hope this event will provide a model for future cooperative efforts to address other major issues facing the highway program.

The Highway Users Federation is continually working to heighten the nation's awareness of highway needs at many levels, from individual drivers to the officers of corporate America. We know that all Americans are all dependent on safe and reliable transportation for our health and welfare and a growing economy.

Mr. Chairman, we appreciate this opportunity to review the Federation's highway program proposal with you and we would be pleased to answer any questions you might have.

HIGHWAY USERS FEDERATION

DETAILED DESCRIPTION OF ELEMENTS OF PROPOSED FUTURE FEDERAL-AID HIGHWAY PROGRAM

March 13, 1990

INTERSTATE SYSTEM

OBJECTIVE:

To assure that the economic, national defense, and productivity benefits of the Interstate System will be maintained and that the system will be preserved and upgraded as necessary to continue a high level of service to users.

PROPOSED PROGRAM FEATURES:

Complete currently authorized Interstate System segments and approved highway and transit Interstate substitution projects. Appropriate further funds as required.

Maintain federal performance standards and inspections for physical and operational maintenance of Interstate sections.

Provide $4 billion/year from the Highway Trust Fund for Interstate 4R projects selected by states and approved by the Secretary. State eligibility based on meeting Interstate maintenance standards. State matching 15/85.

Projects approved by the Federal Highway Administration to assure high quality design standards and federal requirements, as in present program.

If all feasible physical and operational improvements have been made to deficient Interstate segments within a state, the state may, with the Secretary's approval, use Interstate funds for National Arterial System projects selected to best augment Interstate segments.

A state may petition the Secretary to add highway segments to the Interstate System, providing that each segment forms an appropriate addition to the system and meets Interstate design standards. After such addition, the route would be eligible for Interstate funds and would be included in apportionment calculations.

NATIONAL ARTERIAL SYSTEM

OBJECTIVE:

To create a high quality system of routes of national significance to augment the Interstate System in meeting interstate and inter-regional person and freight movement needs and to stimulate and support sound economic development.

PROPOSED PROGRAM FEATURES:

Provide $6 billion/year from the Highway Trust Fund for capital projects on a system selected by each state and approved by the Secretary, based on a national functional classification study and not exceeding 4% of each state's rural and urban road mileage.

Projects on existing or new rights-of-way selected by the state based on a comprehensive I0-year plan to achieve specific objectives developed by the state, coordinated by the state with metropolitan area, rural and small city plans within the state, and approved by the Secretary as supporting interstate and national objectives.

Projects reviewed and approved by the Federal Highway Administration to assure high quality design standards and federal requirements, as in present program.

State (or local) matching would be 25/75 except for limited access projects (I5/85).

METROPOLITAN PROGRAM

OBJECTIVE:

To assist states in assuring high quality and environmentally sound transportation service and improve the productivity and livability of their metropolitan areas.

PROPOSED PROGRAM FEATURES:

Provide $4 billion/year from the Highway Trust Fund for highway construction, transportation system management and transit capital projects within metropolitan areas of over 50,000 population. Transit capital projects would be limited to 25% of each state's annual apportionment.

Provide $3 billion/year from general funds for discretionary transit capital projects on new or greatly expanded transit systems approved by the Secretary.

Projects selected by the metropolitan area and approved by the state must conform to a 10-year plan with specific objectives developed by the metropolitan area and approved by the state. Plan must include system management, transit and operational components. Plans for areas of over 500,000 population must also include congestion relief and pedestrian safety components.

State (or local) matching would be 25/75 except for limited access projects and discretionary General Fund projects (15/85). Funds would be apportioned among the metropolitan areas of the state on a mutually agreed basis.

State must certify that projects meet safety, environmental, labor and structural standards approved by the Secretary.

Annual post-expenditure report and audits wou'd be performed by the Federal Highway Administration to assure proper business practices.

RURAL AND SMALL CITY PROGRAM

OBJECTIVE:

To assist states in assuring a minimum acceptable level of transportation service to residents of small cities and rural areas to enhance their safety and living quality, and to improve economic development and scenic and recreational driving opportunities.

PROPOSED PROGRAM FEATURES:

Provide $2 billion/year from the Highway Trust Fund for highway and bridge construction and upgrading projects and transit capital projects outside metropolitan areas of 50,000 or more population, other than projects on designated Interstate or National Arterial Systems. Transit capital projects would be limited to 25% of each state's annual apportionment.

Projects to be selected by joint action of state and local governments, must conform to a mutually adopted 10-year plan with specific objectives. Plan must include public transportation and scenic/recreational driving components.

State (or local) matching would be 25/75 except for limited access projects (15/85). Funds would be apportioned among areas of the state on a mutually agreed basis.

States must certify that projects meet safety, environmental, labor and structural standards approved by the Secretary.

Annual post-expenditure reports and audits would be performed by the Federal Highway Administration to assure proper business practices.

BRIDGE PROGRAM

OBJECTIVE:

To assist states in carrying out a program of bridge inspection, maintenance, and orderly rehabilitation and replacement which assures that essential highway bridges are safe and adequate.

PROPOSED PROGRAM FEATURES:

Provide $2.5 billion/year from the Highway Trust Fund for a state bridge management program covering all highway bridges within the state. Funds would be available for planning, inspection, reconstruction, rehabilitation or replacement of existing highway bridges, but not new bridge construction.

$300 million dollars/year of the above would be distributed at the discretion of the Secretary for unusually large project.

Projects selected by the state must be based on a 10-year bridge management plan with specific objectives prepared by the state and approved by the Secretary.

Projects exceeding $5 million in total cost would require Federal Highway Administration design approval. On other projects, the state would certify compliance with safety, environmental, labor and structural standards approved by the Secretary.

State (or local) matching would be 25/75.

Annual post-expenditure reports and audits would be performed by the Federal Highway Administration to assure proper business practices.

HIGHWAY AND TRAFFIC SAFETY

OBJECTIVE:

To assure an emphasis on safety in highway development and operations, assist states in improving traffic safety performance through education, enforcement and system improvements, and assure that essential safety requirements for driver, vehicle and commercial fleet operations conform to high and nationally uniform standards.

PROPOSED PROGRAM FEATURES:

Develop national performance goals and safety standards governing drivers and vehicles and the safe movement of traffic. Develop uniform standards for commercial motor vehicles, carriers and operators.

Provide $250 million/year from the Highway Trust Fund to assist states in implementing improved traffic safety programs. $125 million/year of the total would be available to assist states in safety research and studies, vehicle and driver licensing, traffic records and training, and education and enforcement projects which conform to a 5-year plan prepared by the Governor and approved by the Secretary. The second $125 million/year would be available to the states as an incentive to assist in achieving nationally uniform performance goals or standards in priority areas developed by the Secretary and the states, such as 70/80 percent safety belt usage or administrative license revocation. Incentive funds would be available in conformance with a 5-year plan prepared by the Governor and approved by the Secretary.

Provide $100 million/year from the Highway Trust Fund for motor carrier safety assistance programs.

Provide $500 million/year from the Highway Trust Fund to correct identified safety hazards and improve uniform traffic control, guidance and protection devices on any public road based on a state developed 5-year plan to achieve specific objectives approved by the Secretary.

State (or local) matching would be 10/90 on safety construction projects and 0/100 on other activities.

Provide $70 million/year for federal traffic and highway safety research.

Provide $25 million/year to establish and operate a national highway safety data center.

RESEARCH

OBJECTIVE:

To provide a strong federal presence in national and international research, to fund continuing research programs in highway materials and methods and accelerate research in areas of known deficiency.

PROPOSED PROGRAM FEATURES:

Provide international leadership in a public/private program to use electronics to improve highway safety, driver information systems and vehicle controls ($1 billion over 10 years).

Expand other Federal Highway Administration research, development and technology transfer programs to up to 1% of total program ($200 million/year).

Permit states to use up to 3% of federal funds for research and planning activities ($600 million/year).

Require a study and demonstration of improved methods of collecting user fees, feasibility and equity of peak-period pricing, and means to assure minimum evasion of highway user fees.

Require an update of the 1982 Cost Allocation Study by 1994.

Require a special study of transportation needs of an aging population.

Require a study and demonstration of effective methods to preserve rights-of-way for future transportation needs.

Continue and fund the Long Term Pavement Performance Study.

FEDERAL LANDS AND SCENIC ROAD PROGRAMS

OBJECTIVE:

To provide access to federal lands, enhance use of natural resources, provide recreational driving opportunities and carry out federal management responsibilities.

PROPOSED PROGRAM FEATURES:

Continue Forest Highway, Public Lands Highway, Parkway and Indian Reservation Roads Programs from the Highway Trust Fund at $300 million/year.

Require that each state, in conjunction with local jurisdictions and federal land management agencies identify those routes of significant scenic and recreational value within the state and develop plans for their designation and improvement as parts of appropriate federal-aid programs. (Further recommendations may stem from the Congressionally mandated National Scenic Byways Study now being conducted by Federal Highway Administration.)

PLANNING

OBJECTIVE:

To stimulate and insure proper planning of transportation facilities and coordination with local land use planning and development.

PROPOSED PROGRAM FEATURES:

Continue planning requirements of section 134.

Permit states to use up to 3% of federal funds for research and planning activities ($600 million/year).

Require more extensive transportation planning efforts and the cooperative creation of 10-year development plans as a condition of federal-aid under the National Arterial System, Metropolitan and Rural/Small City programs.

Continue biennial reports to Congress on highway system condition and performance, and bridge conditions.

Require a full policy-oriented review of surface transportation conditions and program effectiveness in 1994 and every five years thereafter.

EMERGENCY RELIEF PROGRAM

OBJECTIVE:

To provide a source of funding to decrease local transportation impact of natural disasters.

PROPOSED PROGRAM FEATURES:

Continue Emergency Relief Program from the Highway Trust Fund at $100 million/year.

PROGRAM MANAGEMENT

OBJECTIVE:

To provide the most cost-effective program administration which will achieve national objectives while permiting maximum state/local flexibility in program management.

PROPOSED PROGRAM FEATURES:

Continue a funding system which relies on highway user fees for most costs of high level systems but permits a blending of support from other beneficiaries by all levels of government.

Continue current federal oversight and project approval process for Interstate, National Arterial and major bridge projects. Permit other programs to be supervised by state or local governments and certified by them as meeting applicable federal requirements.

Provide that each state establish systems of bridge, pavement and maintenance management covering all publicly owned roads and bridges that will assure the proper inspection, maintenance, repair and, as appropriate, replacement of road surfaces, traffic control and safety appurtenances, bridges and drainage structures.

Continue cost reimbursement relationship with states.

Retain traditional (sections 30l and l29 (a) through (i)) conditions controlling use of Federal funds in conjunction with toll roads, bridges, tunnels and ferries.

Eliminate specific "demonstration" projects.

Reduce use of federal sanctions and penalties.

Reduce the number of federal program categories, permit funds in all categories to remain available for two fiscal years and allow up to 50% of funds in any category to be transferred to another category. Transfers out of the Interstate category would require Secretarial approval and transfers out of the Metropolitan and Rural/Small City programs would require concurrence of affected local governments.

Continue the international leadership of the United States in highway matters and technical assistance to other nations.

FEDERAL FUNDING

OBJECTIVE:

To continue an equitable method of funding federal transportation objectives with dedicated highway user funds for activities benefiting highway users, augmented by general funds to achieve broad social objectives.

PROPOSED PROGRAM FEATURES:

Increase federal highway-safety-transit aid to $22.945 billion/year, with $19.945 billion from the Highway Trust Fund for fiscal years 1992 through 1995. Appropriate $4.7 billion necessary to fund authorized Interstate completion and substitution projects.

Extend the federal Highway Trust Fund indefinitely.

Consolidate the highway and transit accounts into one account in the Highway Trust Fund from which all eligible programs would be funded.

Reduce balance in the Highway Trust Fund to a reasonable cash flow level (about $2 billion) by 1995.

Continue the current federal user tax structure until the Trust Fund balance is reduced to cash-flow level -- about 1995.

Shift the subsidy of gasohol and other alternative fuels from Highway Trust Fund sources to general funds.

Remove the Highway Trust Fund from the Unified Budget and from Gramm-Rudman-Hollings and other obligation controls.

Keep the internal solvency controls of the Highway Trust Fund (Byrd Amendment).

Standardize state (or local) matching requirement at 25/75 except for limited access projects (15/85), safety activities (0/100), and safety construction projects (10/90). Matching requirements would be reduced in states with large federal land holdings, following current practices.

Apportion funds among the states on the basis of simple and equitable formulae utilizing easily verified factors.

Assure each state that its annual apportionment would not be less than 90% of its actual contributions to the Highway Trust Fund and that its annual apportionments through 1995 would not be less than its 1991 apportionment, less Interstate completion funds.

SUMMARY OF PROPOSED FEDERAL FUNDING

	Current[1]	Proposed 1992-1995
	(Millions of Dollars)	
Interstate[2]	5,965	4,000
National Arterial System	2,373	6,000
Metropolitan Program	750	4,000
Trust Fund Transit Program	1,405	(3)
General Fund Transit Program	2,350	3,000
Rural Small City Program	600	2,000
Bridge Program	1,630	2,500
Safety	569	945
Research on Smart Highways[4]	-	100
Federal Lands & Scenic Roads	235	300
Emergency Relief	100	100
Demo., Substitute, Other	1,883	0
	17,860[5]	22,945

(1) 1991 authorizations from Surface Transportation and Uniform Relocation Assistance Act of 1987.

(2) Plus $4.7 billion in FY 1992 for Interstate completion and substitution projects currently authorized.

(3) Up to 25% of Metropolitan & Rural/Small City Program funds available for transit capital improvements.

(4) Also up to 1% of total program funds to FHWA & UMTA for R&D & technology transfer and up to 3% of total program funds for research and transportation planning activities by state, metropolitan, and rural/small city governments.

(5) Subject to obligation ceilings. 1989 Highway, $12.0 billion; Transit, $1.14 billion.

"Is Consensus Possible?"

Final Report of Findings
Advisory Committee on Highway Policy
January 1990

TRANSPORTATION
***America's Future Depends on it* 2020**

Advisory Committee on Highway Policy
Lester P. Lamm, Chairman
1776 Massachusetts Ave., N.W. — 6th Floor
Washington, D.C. 20036
202/857-1200

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I. THE TRANSPORTATION 2020 PROCESS

For more than 30 years, America's surface transportation policies and programs have emphasized completing the National System of Interstate and Defense Highways, while other long-standing federal programs have provided significant funding for roads and bridges, mass transit and highway safety.

Within the next few years the final Interstate System gaps will be closed. All non-Interstate federal surface transportation activities are set to expire in 1991. There is presently no agreement on how best to provide safe and efficient transportation to serve a mobile American economy into the 21st century.

The Transportation 2020 process was created in early 1987 to help develop a national consensus on future transportation policy. It involves an unprecedented coalition of more than 100 national associations, representing public and private transportation owners and operators and those who benefit from transportation service.

Transportation 2020 is a vision of the future, to project transportation service to the year 2020, and to identify the most effective public and private sector transportation strategies to help achieve our national goals over this time period.

II. THE ADVISORY COMMITTEE ON HIGHWAY POLICY

The Advisory Committee on Highway Policy (ACHP) is a subgroup of Transportation 2020 participants established by AAASHTO to conduct investigatory public forums, to evaluate surface transportation policy options and to begin the process of consensus building. It includes over 100 national organizations representing state and local public officials, major user groups, the construction sector and many other transportation interests. A listing of participating organizations comprising the Advisory Committee is shown in Appendix A.

The ACHP process, financed entirely through voluntary contributions from Transportation 2020 members, began in mid-1987 with the conduct of 65 public forums, the results of which were published in the 1988 report, "Beyond Gridlock." Further ACHP meetings and a series of policy questionnaires have led to a spirit of mutual understanding and support among ACHP members and agreement on a wide range of policy issues.

The remaining sections of this paper summarize conclusions from the ACHP consensus process. The findings will be reported early in 1990 to the U.S. Department of Transportation and to the Congress. Appendix B contains a brief summary of 1989 questionnaire results.

ACHP members present this consensus as the framework for a set of public and private surface transportation policies that will best serve the American people and a growing economy for decades to come.

III. THE TRANSPORTATION ALTERNATIVES GROUP

The Transportation Alternatives Group (TAG) is a second subgroup of Transportation 2020 participants established specifically to promote consensus policy development among key public and private interest groups with a common interest in surface transportation. It includes 12 organizations representing state and local public officials (8 members) and major transportation user groups (4 members). It is chaired by Thomas W. Bradshaw, First Boston Corporation, a former state and local official. The TAG activity was also financed entirely through voluntary contributions from Transportation 2020 members.

The Transportation Alternatives Group published several documents, "Basic Directions" in 1988, "TAG Issue Statement" in 1989, and a final consensus statement "Future Federal Surface Transportation Program" early in 1990. This final statement forms the basis of many of the policy recommendations in Part IV of this document, and is reprinted in its entirety as Appendix C herein. A full list of TAG member organizations is shown in that appendix.

IV. FEDERAL SURFACE TRANSPORTATION PROGRAM CONSENSUS

A. OVERALL FEDERAL ROLE

The United States of the last decade of the 20th century is the most mobile society the world has ever known. Safe and efficient transportation will continue to be a vital need for our growing economy into the future.

In recent years federal transportation decisions have often reflected concern for non-transportation issues--budgetary, environmental, and the like. As a direct result, our transportation system is not now providing the service needed by the traveling public, nor is it likely to adequately serve expanded future demand.

It is time to redirect our transportation policy, to be more responsible in meeting transportation requirements. We need better coordination and planning and a commitment to proper transportation investments.

The process will require concerted efforts by all levels of government and the private sector. The real catalyst for the needed changes, though, will only come about if the federal government accepts its logical leadership role. Prior transportation advances, from the Erie Canal to the Interstate era, have only been achieved when stimulated by federal leadership.

Transportation 2020 participants welcome the efforts of Department of Transportation Secretary Samuel K. Skinner and his staff to develop a comprehensive national transportation policy. The following specific recommendations are offered, in a cooperative spirit, for DOT and Congressional consideration. Transportation 2020 participants want to work closely with Congress and the Bush Administration as essential transportation programs are reauthorized.

B. SPECIFIC OBJECTIVES OF FEDERAL SURFACE TRANSPORTATION PROGRAMS

In an era of continuing competition for scarce public funds, programs at all levels of government must be scrutinized to assure that program goals continue to be important to taxpayers, and that the specific size and mix of programs will truly achieve these goals. This essential scrutinizing will be an important by-product of the 1989-90 DOT national transportation policy development process and the 1990-91 congressional legislative authorization activity.

The challenge for federal programs is particularly rigorous. Successful programs must pass the tests of essentiality and effectiveness mentioned above, and also be seen as an activity which can best be accomplished on a nationwide basis by some federal agency, rather than by state or local government or the private sector.

To illustrate how the process has worked in the case of the federal-aid highway program, the early objectives of the federal grant activity begun in 1916 were to connect America's population centers and get farmers out of the mud. These objectives have largely been met, though some rural observers feel that today's farm communities are worse off than previous generations.

Since 1916, more than 80 congressional enactments have drastically changed the objectives of the highway program, reflecting changing national priorities. For the past 33 years, the highest priority has been to complete construction of the vital 42,500 mile National System of Interstate and Defense Highways, but this task too is nearly complete.

Thus the time is ripe to refocus the federal surface transportation programs once again, to identify transportation challenges we will face as our growing economy moves into a new century, and to provide the directions and the resources we need for a better America.

The more than 100 national organizations cooperating within Transportation 2020 heard from over 2,400 witnesses during our public forum process. The 10 most frequently cited federal program objectives are listed below (not prioritized):

1. Provide for the National Defense - This goal, specifically assigned to the federal government by the Constitution of the United States, includes transportation facility use by our armed forces and service during and after natural disasters.

2. Provide for Interstate Commerce - Another constitutional mandate, and the greatest benefit of the Interstate Highway System and the nation's rail and port facilities. While interstate commerce is seen as a true federal objective, many observers felt that specific, localized economic development projects should more properly be state or local responsibility.

3. Provide Access for All Americans - The United States of the late 20th century is the most mobile society the world has ever seen. We are increasingly dependent on transportation not only for our quality of life, but for the basic necessities of life. Federal programs should insure

that no class, economic stratum, or geographic region is without access to transportation and include both an urban and rural focus.

4. Protect Service Levels and Investment in Transportation Facilities - Transportation facilities, as with any constructed item, must be maintained and occasionally modernized. Because of budget pressures at all levels of government, transportation systems have been allowed to deteriorate to the point that performance has suffered. Transportation 2020 participants feel that future federal programs must invest enough revenue to protect the nation's surface transportation systems. Today's systems are so fragile that a single transit stoppage or highway accident shuts down entire transportation corridors.

5. Reduce Urban and Suburban Traffic Congestion - Growing urban and suburban traffic congestion was cited as one of the most visible examples of recent underinvesting in transportation. Congestion losses in turn contribute to reduced commercial profit. There was general agreement that future federal programs should be directly charged with reducing urban congestion costs.

6. Foster Transportation Research and Development - Budget pressures of recent years have led to real-dollar reductions in federal transportation research accounts. Less than 14 100ths of 1 percent of highway funds were going into R&D during the early 1980's. Today's problems call for renewed federal leadership in finding innovative solutions.

7. Stimulate Improved Transportation Planning - Observers have documented a similar need for federal leadership to rejuvenate the surface transportation planning process. Too frequently, land use development decisions are made without considering corresponding transportation needs. This has been one of the root causes of unchecked urban congestion.

8. Coordinate with National Energy Policy - Transportation is a major user of energy, particularly from petroleum sources. The nation needs a consistent national energy policy for the future, and transportation program decisions need to be made consistently with energy needs.

9. Enhance Transportation Safety - More than 50,000 Americans were killed in transportation accidents in 1988, the great majority in highway traffic accidents. If fatality rates stay constant, future highway deaths alone could reach 70,000 per year or more. Renewed federal leadership in transportation safety is badly needed.

10. Help Meet Environmental Goals - Future improvements in the quality of life Americans experience will depend to a large extent on the priority which federal agencies place on environmental benefits of transportation programs. It will be important to use transportation projects to improve air quality, scenic and historic preservation efforts and other environmental goals. This, too, will require federal leadership.

C. SIZE, SCOPE OF FEDERAL PROGRAMS

Because of the diverse makeup of Transportation 2020 participants, it was not possible to agree on a single specific set of proposed federal programs which would satisfy all interests. However, there was widespread agreement that several basic surface transportation programs should be continued or expanded. These essential federal programs categories are listed below:

1. Transportation Planning and Research - Federal funds reserved for transportation planning and research programs should be significantly increased. There should be specific programs devoted to intelligent vehicle-highway systems (IVHS) and long-range pavement performance research.

2. Public Transit - Annual federal funding levels authorized in the 1982 and 1987 Acts have not been achieved, largely because of budgetary pressures. This has particularly been true of the General Fund programs. There is general agreement among Transportation 2020 participants that, at a minimum, transit program authorizations should be increased to 1987 Act levels.

3. Rail - Opinions among Transportation 2020 participants were varied, with some calling for a new federal program to improve rail passenger and freight service, while others urged continued private sector rail funding. There was general agreement that railroad safety, particularly at highway grade crossings, should be a federal priority.

4. Highway - Here, too, there were many varied opinions expressed. Nearly every specific highway program was ranked as a high priority and a low priority, depending on individual preferences. The following highway program areas were seen as needing expanded federal priority by 70 percent or more of respondents to 1988 and 1989 questionnaires sent to Advisory Committee on Highway Policy members:

a. Protect the Interstate System.

b. Improve the service of arterial roads.

c. Reduce urban and suburban traffic congestion.

d. Improve road access in small towns and rural areas.

e. Enhance highway and traffic safety.

f. Protect bridge facilities.

g. Develop a system of scenic roadways.

h. Increase the Motor Carrier Safety Assistance Program.

i. Improve access to federal lands.

j. Protect against damage from natural disasters.

D. FINANCING FUTURE FEDERAL PROGRAMS

There was a great deal of attention to transportation finance during the Transportation 2020 process. Nearly all participants felt that many or all of the federal programs have suffered from drastic underfinancing in recent years. The real transportation investment level has clearly failed to keep up with growth in transportation demand and with reduced buying power due to inflation. While specific solutions to this funding shortfall varied widely, general (70 percent or more) agreement centered on a number of funding principles, as outlined below:

1. Increased Funding Needed at All Government Levels - Many people felt that the total transportation funding effort should be increased by at least 50 percent, but that all levels of government, federal, state and local, should share in the increase.

2. Preference for User Financing - Transportation was seen as a public activity well suited to user financing through earmarked funding. This funding approach should be considered wherever feasible. In addition, transportation user revenues should be reserved for their intended program purposes. Transportation 2020 participants are united in opposition to the use of federal motor fuel taxes to reduce the budget deficit.

3. Reduce Trust Fund Balances - The related thought expressed by most is that user financing must be allowed to work. The artificial balances of over

$20 billion in present transportation trust fund accounts are resented by taxpayers, and should be put into service.

4. Remove Obligation Controls - Where adequate fiscal controls exist in Trust Fund legislation, such as the Byrd Amendment provisions in the Highway Account, additional controls, such as obligation ceilings or reimbursement limits, should be resisted.

5. Off-Budget, Gramm-Rudman Exemptions - There were similar strong feelings that the trust fund accounts should not be subject to controls or restrictions under Unified Budget or Gramm-Rudman-Hollings fiscal requirements.

6. Multi-Year Capital Budget - Many participants expressed a preference for a federal budget process which differentiates between operating accounts and capital investment accounts, as is commonly done in corporate budgeting and in many state and local governments.

7. Equitable Formula Distributions - Federal funds are presently distributed among states by a complicated mix of formulas and administrative discretion. There was wide support for more extensive use of formulas, with factors tied to actual program goals, but reflecting the need for equity among states.

8. Equitable Cost Allocation - Where transportation programs are user-financed, each class of users should pay the proper share of program costs. There was some debate over whether present highway users pay their fair share.

9. Restrict Tax Subsidies, Exemptions - There was wide support for restricting the use of tax exemptions or subsidies to reduce tax requirements of certain users. Equity calls for all users to pay calculated costs of the various programs.

10. Non-Traditional Funding Sources - Because public funds have been limited in recent years, governments have turned to "innovative" funding for needed projects, including tolls, developer fees, private contributions, special tax districts, and other similar methods. Transportation 2020 participants recognized that these financing proposals are likely to continue in the future, even perhaps to be more widely used. Many organizations expressed a preference for the more traditional user-financed programs rather than expanded toll usage.

E. ADMINISTERING THE FEDERAL PROGRAMS - There was a great deal of interest in how the federal surface transportation programs were to be administered. Many

Transportation 2020 participants represented customers or target constituents of present DOT programs and, consequently, came to the process with strong opinions of today's operations. Often the feeling was that present programs fall short of meeting program goals because of some aspect of the program's administration, often relating to a specific congressional requirement seen as outmoded or unneeded.

The following suggestions for program administration were supported by 70 percent or more of the 2020 participants:

1. Public-Private Cooperation - There is a strong feeling that a closer, more cooperative program management atmosphere is needed. In particular, representatives of private industry who deal with one or more units of DOT would support a national statement specifically calling for cooperation with the transportation private sector. This is often an untapped resource when transportation issues are debated.

2. Cooperative Federal-State-Local Programs - The public agencies involved in transportation frequently include representatives of federal, state and local government. Frequently, many different units of each level are involved, with regional and special-purpose governments adding even more complexity. There is a general feeling that governments work better in a cooperative atmosphere, and that cooperation should be called for by Congress and fostered by DOT agencies. It was noted that, for the most part, the federal-aid highway program demonstrates the kind of cooperative arrangements which can work across the board.

3. Delegation of Federal Authority - The several programs vary widely in the extent to which federal approval authority is centralized or delegated. Typical surface transportation programs yield large numbers of fairly similar types of projects and, thus, seem well suited for decentralized administration. Again, the federal-aid highway program is seen as a good model for other DOT activities.

4. Reduced Federal Requirements - Particularly during the 1970's and 1980's, numerous new federal procedural requirements have been imposed on grant program recipients. Frequently, the new requirements stem from federal legislative enactments which have non-transportation objectives, and which often conflict with other federal transportation objectives. The next DOT reauthorization bills will be breaking new ground, creating modified programs for the post-Interstate era. Transportation 2020 participants strongly support significant reductions in

federal procedural requirements, reflecting a truly cooperative administrative process.

5. Uniformity of Regulations - Where federal regulations are viewed as essential, we urge that they be applied consistently, uniformly by all federal agencies. It often seems that regulations are applied in some areas, and enforced in others. This often applies to non-DOT federal agencies.

6. Timely Multi-Year Authorizations - Most highway, transit and safety programs are set to expire in September 1991. The present DOT and congressional timetable points toward another 11th hour reauthorization as was true in 1982 and 1987. Many users of DOT programs fear that a late bill becomes a bad bill. We urge DOT and the Congress to speed up the legislative process. States and local governments should know 1992 apportionment figures by July 1991, at the latest, for good project planning.

7. Flexible Federal Funds - In recent years, Congress has frequently targeted federal funds toward specific types of desired projects. This has led to large increases in the number of federal programs administered in DOT. The Federal Highway Administration alone administers funds in more than 700 accounts. It is time to greatly reduce this number. Transportation 2020 participants call for much greater flexibility in the use of future federal grant funds.

8. Formula Programs not "Demonstration" Projects - The 1987 Act greatly increased congressional use of specific funding for demonstration projects of local interest. It is the belief of more than 90 percent of Transportation 2020 that subsequent reauthorization acts should fund the "normal" class of projects through regular formula programs, and reserve "demonstration" status for truly innovative technical or administrative features.

9. Eliminate Tax Evasion - Transportation taxes, bringing in billions of dollars annually, are big enough to attract shrewd customers out to line their own pockets. Tax collection agencies should invest enough staff effort to assure others that taxes are being paid when due. Tax evaders should be caught and punished.

10. Eliminate Funding Sanctions - The federal-aid highway program presently contains some 14 separate program sanctions, penalizing states from 5 percent to 100 percent of their annual highway funds. Additional sanctions are today being debated in Congress. Transportation 2020 participants strongly urge Congress and the Administration to employ fiscal incentives to attain desired goals, rather than adding more sanctions.

11. Alternate Fuels - It is probable that concerns over petroleum imports, fuel prices and clean air will continue to lead research and development efforts toward an eventual alternative to today's dependence on petroleum based motor fuels. Congressional and Administration officials are urged to work closely with the motor vehicle and petroleum industries as this development process proceeds. In particular, potential alternate fuels should neither be eliminated nor selected until full knowledge of performance, cost and environmental consequences is available.

12. Older Drivers - Federal surface transportation programs of the future, particularly the highway programs, should reflect the changing demographic pattern of American travelers. As the age level of drivers increases, additional concern for sign legibility, highway lighting and other similar safety-related designs is needed.

13. Intermodal Issues - Many Transportation 2020 participants noted that federal transportation activities are frequently single-mode programs, with little or no contact among different DOT agencies or program customers. Yet, many of today's transportation problems become most visible when two or more modes are needed for good transportation service. The next set of transportation programs should build in more extensive intermodal cooperation and inter-relation. At the same time, most Transportation 2020 interests see a need to maintain some modal focus, to assure particular taxpayers that revenues are being properly used, and to assure some desirable level of performance of every element of America's transportation network.

14. Transportation Policy Process - The very process of conducting Transportation 2020 has been beneficial, as many government and private sector interests have worked together for the first time, and see great value in continuing this type of review of federal transportation policies. In addition, the 1989 DOT Transportation Policy process has been healthy for DOT agencies and program customers alike. The last such DOT or congressional efforts were carried out more than 10 years ago, and were not nearly as comprehensive. Congress should develop and institute a process which periodically reviews national transportation policies, perhaps every 5 years. The process should involve public and private sector interests, and be led by DOT. Congress should then review the various federal transportation programs, to see if they are achieving desired goals.

15. Organization of the U. S. Department of Transportation - Several Transportation 2020 participants

proposed drastic reorganization of the operating and staff levels of the Department of Transportation. Most observers see a difference in effectiveness among various units of DOT. Many other groups believe, however, that the basic departmental organization is sound. What is needed is more interaction and cooperation among the several components. The unprecedented degree of departmental coordination which became evident in 1989, as the entire Department worked to carry out the development of a cohesive National Transportation Policy under extreme time constraints is the type of supportive activity which should be institutionalized, and standardized. The transportation system of the U. S. is so fragile, overloaded and underfunded that we cannot afford to be protective or insular. Everyone must work more closely together, so the entire transportation network performs as the nation's economy dictates.

V. IS CONSENSUS POSSIBLE?

What is the "bottom line?" Can we realistically expect to have any national consensus on the most effective future direction for federal surface transportation programs after 1991?

The Transportation 2020 process offers an answer. For nearly 3 years an unprecedented voluntary coalition of normally fragmented transportation experts, users, suppliers and beneficiaries has been working together, often for the first time. A large segment of the coalition has agreed to the many policy suggestions enumerated above.

These suggestions represent the most extensive consensus the transportation community has ever reached. Taken together, we believe they represent good public policy directions for the federal surface transportation programs of the future. We commend these suggestions to the Congress and the Department of Transportation as program reauthorization and implementation proceed.

APPENDIX A

ADVISORY COUNCIL ON HIGHWAY POLICY (ACHP)

MEMBERS

Airport Operators Council International
Aluminum Association
American Association of Motor Vehicle Administrators
American Association of Port Authorities
American Association of Retired Persons
American Automobile Association
American Bus Association
American Coal Ash Association
American Concrete Pavement Association
American Concrete Pipe Association
American Consulting Engineers Council
American Driver and Traffic Safety Education Association
American Farm Bureau Federation
American Hotel & Motel Association
American Institute of Steel Construction
American Petroleum Institute
American Public Transit Association
American Public Works Association
American Recreation Coalition
American Retreaders Association
American Road & Transportation Builders Association
American Society of Civil Engineers
American Traffic Safety Services Association
American Trucking Associations, Inc.
Asphalt Emulsion Manufacturers Association
Asphalt Institute
Asphalt Recycling & Reclaiming Association
Associated Builders and Contractors
Associated Equipment Distributors
Associated General Contractors of America
Association for Commuter Transportation
Association of American Railroads
Bicycle Federation
Better Roads & Transportation Council
Coalition for Scenic Beauty
Coalition of Northeastern Governors
Concrete Reinforcing Steel Institute
Construction Industry Manufacturers Association
Council of University Transportation Centers
Eno Foundation for Transportation
Hazardous Materials Advisory Council
Institute of the Ironworking Industry
Institute of Transportation Engineers
International Bridge, Tunnel and Turnpike Association
Kentron, Inc.
Maryland-National Capital Park and Planning Commission
Motor Vehicle Manufacturers Association
National Aggregates Association
National Asphalt Pavement Association
National Association of Counties

ADVISORY COUNCIL ON HIGHWAY POLICY (ACHP)

MEMBERS - CONT'D

National Association of Governors Highway Safety Representatives
National Association of Manufacturers
National Association of Railroad Passengers
National Association of Regional Councils
National Association of State Aviation Officials
National Association of Towns and Townships
National Association of Truck Stop Operators
National Automobile Dealers Association
National Coal Association
National Conference of State Legislatures
National Corrugated Steel Pipe Association
National Council on Public Works Improvement
National Electrical Manufacturers Association
National Governors Association
National Grange
National Joint Heavy and Highway Construction Committee
National League of Cities
National Lime Association
National Parking Association
National Ready Mix Concrete Association
National Rural Letter Carriers Association
National Safety Council
National School Transportation Association
National Society of Safety Engineers
National Stone Association
National Tire Dealers and Retreaders Association
National Tour Association
Outdoor Advertising Association of America
Portland Cement Association
Private Truck Council of America
Recreation Vehicle Industry Association
Rubber Manufacturers Association
Salt Institute
Service Station and Automotive Repair Association
Sierra Club
The First Boston Corporation
The National Industrial Transportation League
The Road Information Program
The Urban Institute
The Urban Land Institute
Transportation Research Board, National Research Council
Travel Industry Association of America
Truck Trailer Manufacturers Association
U.S. Chamber of Commerce
U.S. Conference of Mayors
United Bus Owners of America
United Fresh Fruit and Vegetable Association
Western Governors Association
Wilbur Smith Management
Wire Reinforcement Institute

APPENDIX B

RESPONSES TO THE ACHP MEMBER QUESTIONNAIRE
CRITERIA FOR 1990 TRANSPORTATION ACT

1. TIMING OF LEGISLATION

A. NEXT BILL SHOULD BE PASSED & SIGNED BEFORE OCTOBER 1, 1991

AGREE 91% DISAGREE 9%

B. NEXT BILL SHOULD BE PASSED & SIGNED BEFORE OCTOBER 1, 1990

AGREE 71% DISAGREE 29%

2. DURATION OF BILL - Support at least 4 years (1992-1995)

AGREE 96% DISAGREE 4%

3. GRAMM-RUDMAN HOLLINGS - Transportation Trust Funds should, beginning in 1992, be exempt from deficit control measures.

AGREE 92% DISAGREE 8%

4. UNIFIED BUDGET - Act should remove the highway and transit accounts of the Highway Trust Fund from the unified Federal budget.

AGREE 92% DISAGREE 8%

5. GASOHOL EXEMPTION - 1990-91 Act should eliminate gasohol exemption, alternate fuel development should be financed as a general fund activity.

AGREE 93% DISAGREE 7%

6. SIZE OF HIGHWAY PROGRAMS - Present program levels of $11.5-12.5 billion per year are inadequate.

A. Present program levels of $11.5-12.5 billion per year are inadequate.

AGREE 94% DISAGREE 6%

B. 1990-91 Act should contain federal funding levels of at least $17-18 billion per year for highways

AGREE 87% DISAGREE 13%

C. In order to accomodate future growth, a Federal program of $26-30 billion per year would be needed. These funds could be generated through the equivalent of a 4 cent increase in motor fuel taxes. The 1990-91 Act should contain funding levels sufficient to meet anticipated needs.

AGREE 65% DISAGREE 35%

7. SIZE OF TRANSIT PROGRAMS

A. Present funding of $1.1 bil. from the HTF and $1.7 bil. from general revenues is inadequate since full amount of fuel taxes deposited in the transit account ($1.4 bil./year) is not being used.

AGREE 89% DISAGREE 11%

B. 1987 STURRA authorized $1.3 bil. from the HTF and $2.35 bil. from general funds. The 1990-91 Act should contain transit funding levels of at least $4-5 bil. per year.

AGREE 76% DISAGREE 24%

C. APTA estimates needed investment of $20-25 bil./year to meet increased demand and retain current market share. A $6-8 bil./year Federal program would be needed to meet current needs. This funding could be achieved through a Federal revenue increase equivalent to a 5-6 cent rise in motor fuel taxes, including the replacement of general revenue funds for transit. The 1990-91 Act should contain Federal funding levels sufficient to meet anticipated needs.

AGREE 36% DISAGREE 64%

8. DEMONSTRATION PROJECTS - The 1990-91 Act should fund special purpose projects of local intererest through regular apportioned funds. Demonstration status should be reserved for projects with valid technical or administrative advances.

AGREE 91% DISAGREE 9%

9. 85% MINIMUM APPORTIONMENT

A. The 1990-91 program should retain the 85% guaranteed return of revenues to each state.

AGREE 74% DISAGREE 26%

B. Minimum apportionment should guarantee a 90% return of revenues to each state.

AGREE 48% DISAGREE 52%

10. HOLD HARMLESS APPORTIONMENT - No states should receive less Federal funding in 1992 than received in 1991 excluding Interstate completion funds.

AGREE 70% DISAGREE 30%

11. FEDERAL INVESTMENT SHARE - HIGHWAYS

A. The proposed 1990-91 program should continue Federal share of total highway funding of 20-25%.

AGREE 70% DISAGREE 30%

B. Federal highway funding share should be higher than 20-25% level.

AGREE 34% DISAGREE 66%

C. Federal highway funding share should be lower than 20-25% level.

AGREE 15% DISAGREE 85%

12. FEDERAL INVESTMENT SHARE - TRANSIT

A. The proposed 1990-91 program should continue Federal share of total transit funding of 20-25%.

AGREE 63% DISAGREE 37%

B. Federal transit funding share should be higher than 20-25% level.

AGREE 30% DISAGREE 70%

C. Federal transit funding share should be lower than 20-25% level.

AGREE 15% DISAGREE 85%

13. PROPER ROLE FOR USER FINANCING FOR HIGHWAYS

A. User taxes should continue as the funding source for Federal transportation programs with no significant changes in tax rates until at least 1995.

AGREE 51% DISAGREE 49%

B. The 1990-91 program should immediately increase Federal tax rates by 5 cent per gallon.

AGREE 53% DISAGREE 47%

14. PROPER USES FOR HIGHWAY USER REVENUES

A. Revenues from highway users should be restricted to highway use only.

AGREE 51% DISAGREE 49%

B. Revenues from highway users should be restricted to those transportation uses now permitted.

AGREE 56% DISAGREE 44%

C. Revenues from highway users should be available for any transportation purpose including rail, air, water, etc.

AGREE 9% DISAGREE 91%

15. HIGHWAY USER FUNDS FOR FEDERAL DEFICIT - Revenues from highway users should be avalalable for non-transportation purposes, including Federal deficit reduction.

AGREE 4% DISAGREE 47 96%

16. PROPER ROLE FOR USER FINANCING FOR TRANSIT

A. In many high-density corridors, high-occupancy transit services may be cost effective and serve a multitude of community goals; in other areas less capital-intensive shared-ride transit options may be an important adjunct or alternative to highway construction.

AGREE 90% DISAGREE 10%

B. At current Federal investment levels, it will be impossible to keep up with transit improvements needed to both preserve existing facilities and service and accomodate new growth without significant new revenues at state and local levels. Federal tax rates should increase in 1992 to begin addressing these unmet needs.

AGREE 41% DISAGREE 59%

C. If Federal transit funding is to be increased, these funds should be distributed on a formula basis to ensure that each state or transit operator, receives a portion of the funds.

AGREE 75% DISAGREE 25%

17. PROPER ROLE FOR GENERAL FUNDING FOR TRANSIT

A. Federal transit funding should continue partially from the HTF and general funds.

AGREE 63% DISAGREE 38%

B. Increased user fees should support the full Federal transit program.

AGREE 47% DISAGREE 53%

18. PRIVATIZATION - The 1990-91 program should encourage the greater use of private funding for:

A. Highway projects

AGREE 78% DISAGREE 22%

B. Bridge projects

AGREE 73% DISAGREE 27%

C. Transit projects

AGREE 98% DISAGREE 2%

19. FUTURE TOLL FINANCING ROLE

A. 1990-91 Act should expand the use of toll roads, developer financing and other supplemental funding sources.

AGREE 81% DISAGREE 19%

B. 1990-91 Act should specifically allow for private sector development of toll roads.

AGREE 75% DISAGREE 25%

20. GREATER FUNDING FLEXIBILITY - 1990-91 Act should permit state & local programs greater flexibility in the use of Federal highway and transit funding through the use of fewer categories and greater transferability.

AGREE 75% DISAGREE 25%

21. REDUCED FEDERAL REQUIREMENTS - 1990-91 program should strike a balance between stringer state controls and fewer Federal project reviews.

AGREE 81% DISAGREE 19%

22. STRENGTHEN, EXPAND TRANSPORTATION PLANNING

A. Since 1965 Federal law has required a cooperative planning process in cities of 50,000+ population. The 1990-91 program should reinforce this process, continue Federal funding and extend it to non-metropolitan areas.

AGREE 89% DISAGREE 11%

B. All highway and transit projects should be based on a 10 year plan.

AGREE 82% DISAGREE 18%

23. TRANSPORTATION AND AIR QUALITY

A. Since 1974, transportation and regional air quality have had to been in conformity. The 1990-91 Act should reinforce this linkage, particularly in non-attainment areas.

AGREE 88% DISAGREE 12%

B. Transportation project approvals should continue to be held up in non-attainment areas.

AGREE 34% DISAGREE 66%

24. INTERSTATE SYSTEM PROTECTION - The 1990-91 program should contain enough Federal funding to protect the physical condition of the existing Interstate Highway System.

AGREE 98% DISAGREE 2%

25. INTERSTATE SYSTEM EXPANSION - The 1990-91 program should contain enough Federal funding to permit gradual system expansion, perhaps another 12-15,000 miles over 30 years.

AGREE 78% DISAGREE 22%

26. URBAN-SURBURBAN CONGESTION - 1990-91 program should expand priority of federal funding to alleviate urban and suburban traffic congestion.

AGREE 98% DISAGREE 2%

27. BLOCK GRANT CONCEPT FOR URBAN, RURAL PROJECTS - Federal block grants should be available to urban & rural state and local governments to finance nearly any highway related capital investment including new construction, upgrading existing roads or low cost traffic engineering improvements.

AGREE 82% DISAGREE 18%

28. FUNDING FOR TRANSIT CAPITAL - Federal urban & rural block grants should also be available to finance transit-related capital investments.

AGREE 68% DISAGREE 32%

NOTE: APTA GAVE QUALIFIED RESPONSES IN BOTH AGGREE AND DISAGREE COLUMNS

29. FUNDING FOR TRANSIT OPERATIONS - Federal urban & rural block grants should also be available to finance transit operating expenses.

AGREE 32% DISAGREE 68%

NOTE: APTA GAVE QUALIFIED RESPONSES IN BOTH AGGREE AND DISAGREE COLUMNS

30. BLOCK GRANT PROJECT SELECTION - Projects should be selected and supervised by state & local officials subject to federal safety, environmental and engineering standards. All projects should come from an approved capital improvement plan. End-of-year summary reports should be prepared for Congress and DOT to verify how funds were used.

AGREE 92% DISAGREE 8%

31. FUNDING FOR BLOCK GRANT PROJECTS - 1990-91 Act should provide that significantly increased funding be directed to state and local governments to deal with the problems of building\expanding road capacity to deal with congestion and maintaining access to rural areas.

AGREE 84% DISAGREE 16%

32. SCENIC ROADS PROGRAM

A. 1990-91 program should call for states to identify networks of scenic roads, both urban and rural. These would tie in to existing federal parkways or other recreational routes. Specific programs to expand and improve these facilities would be developed.

AGREE 74% DISAGREE 26%

B. Any class of federal funds should be used to finance needed improvements.

AGREE 32% DISAGREE 68%

C. A new class of federal funds should be developed to finance scenic road improvements.

AGREE 47% DISAGREE 53%

33. BRIDGE PROGRAM - A separate class of funding for bridge repair and replacement should continue.

AGREE 90% DISAGREE 10%

34. BRIDGE DISCRETIONARY PROGRAM - A portion of bridge funds should be reserved for secretarial distribution to high-cost bridge projects.

AGREE 92% DISAGREE 8%

35. NEW HIGHWAY AND TRAFFIC SAFETY PROGRAM EMPHASIS

A. The 1990-91 program should emphasize about 10 major safety areas where national standardization is necessary.

AGREE 100% DISAGREE 0%

B. A consolidated highway safety construction program should be continued.

AGREE 98% DISAGREE 2%

C. Funding for both programs should be significantly increased.

AGREE 87% DISAGREE 13%

D. A specific rail-highway grade crossing improvement program should be continued.

AGREE 72% DISAGREE 28%

E. Funding for this program should be significantly increased.

AGREE 47% DISAGREE 53%

36. INCREASED MOTOR CARRIER SAFETY ASSISTANCE PROGRAM

A. Since 1963 federal funds have been directed at a national program to improve the safety record of trucks and buses. The 1990-91 program should continue the motor carrier safety program.

AGREE 96% DISAGREE 4%

B. Funding for the motor carrier safety program should be significantly increased.

AGREE 71% DISAGREE 29%

37. GREATER FEDERAL RESEARCH & DEVELOPMENT ROLE - The 1990-91 program should propose a major funding increase and expanded leadership in highway research by the federal government.

AGREE 85% DISAGREE 15%

38. PUBLIC-PRIVATE VEHICLE-HIGHWAY RESEARCH

A. A national cooperative public-private effort to foster and focus basic research in vehicle and traffic guidance mechanism is needed. The 1990-91 program should contain federal funding for this purpose.

AGREE 83% DISAGREE 17%

B. The program should finance a 10 year program, with perhaps $1 billion federal funds and significant private sector cooperative efforts.

AGREE 72% DISAGREE 28%

	#	%
MY ORGANIZATION HAS DEVELOPED A LONG TERM POLICY	20	39%
MY ORGANIZATION IS DEVELOPING ITS LONG TERM POLICY	14	27%
MY ORGANIZATION WON'T HAVE A SPECIFIC POLICY	10	20%
NO ANSWER	7	14%

GROUPS RESPONDING TO THE SURVEY

1 American Association of Railroads
2 American Association of State Highway & Transportation Officials
3 American Automobile Association
4 American Concrete Pavement Assn.
5 American Concrete Pipe Association
6 American Consulting Engineers Council
7 American Driver & Traffic Safety Education Assn.
8 American Institute of Steel Construction
9 American Planning Association
10 American Public Transit Assn.
11 American Public Works Association
12 American Recreation Coalition
13 American Road & Transportation Builders Association
14 American Society of Civil Engineers (Nat' Transport. Policy Committee)
15 American Traffic Safety Services Association
16 American Trucking Associations
17 Asphalt Recycling & Reclaiming Assn.
18 Associated Builders & Contractors
19 Associated General Contractors
20 Association for Commuter Transportation
21 Association of Transportation Centers
22 Better Roads and Transportation Council
23 Bicycle Federation
24 Concrete Reinforcing Steel Institute
25 DTP, Inc.
26 Highway Users Federation
27 Institute of Transportation Engineers
28 International Bridge, Tunnel & Turnpike Assn.
29 National Aggregates Assn./ National Ready Mixed Concrete Assn.
30 National Asphalt Pavement Association
31 National Association of Counties
32 National Association of Railroad Passengers
33 National Coal Association
34 National Conference of State Legislatures
35 National Corrugated Steel Pipe Assn.
36 National Electrical Manufacturers Assn.
37 National Governors Association
38 National Grange
39 National Industrial Transportation League (Transportation Committee)
40 National League of Cities
41 National Milk Producers Federation
42 National Private Truck Council
43 National School Transportation Assn.
44 National Society of Professional Engineers
45 Portland Cement Assn.
46 Recreational Vehicle Industry Assn.
47 Rubber Manufacturers Assn.
48 Salt Institute
49 Service Station & Automotive Repair Association
50 TCT, Inc.
51 The Asphalt Institute
52 U.S. Chamber of Commerce
53 U.S. Conference of Mayors

Highway
Users Federation
FOR SAFETY AND MOBILITY

March 8, 1990

OFFICE OF THE PRESIDENT

TO FEDERATION MEMBERS:

The White House today announced the Bush Administration's new transportation policy for the U.S.. We've studied the report and believe it strengthens our own position and our 9-point future highway plan.

The report (summary enclosed) is a comprehensive statement of federal transportation policy, prepared under the strong leadership of U.S. Transportation Secretary Samuel Skinner. It culminates a year of hearings and study by the Department of Transportation to determine how best to meet the nation's transportation needs.

DOT's effort mirrors our own "Transportation 2020" process conducted in 1987-88 and, not surprisingly, comes to many of the same conclusions. Highway users can be pleased that the report acknowledges the need for significant expansion of the nation's highway capacity and recognizes the need for preserving existing roads of national importance. It also reaffirms the soundness of the user fee concept and states that it is Federal policy to spend trust fund balances over time "in a fiscally responsible way," underscores the need for better metropolitan planning, and emphasizes the importance of advanced transportation technology and expertise. We applaud the clear statement that "safety remains the top priority of the Department."

But there are several areas in the document of potential concern to highway users. These include 1.) support for increased use of toll roads, 2.) concepts which could lead to diversion of highway user revenues, 3.) consideration of "peak-period pricing" on urban highways, and 4.) higher matching ratios for state and local governments. These policy recommendations are couched in general terms. We won't know the full impact of these sections until we see legislative language later in the year.

Overall, however, the report is favorable to highway users and we should not overlook its significance. We expect it to figure prominently in efforts to focus Congress' attention on a progressive surface transportation act.

Along with the "Transportation 2020" plan, the DOT report is a good first step toward attainment of our main goal: timely Congressional approval of a sound national surface transportation bill.

But we must keep the pressure on. While current highway legislation runs through September 1991, the reality is that we cannot afford to let Congress wait until the last moment to prepare legislation. Prompt attention to a surface transportation bill is needed to insure that our nation's future highway network serves future economic growth.

Sincerely,

Lester P Lamm

Lester P. Lamm

1776 Massachusetts Avenue, N.W., Washington, D.C. 20036-1993 (202) 857-1200

A summary of the Bush Administration's
National Transportation Policy,
released March 8, 1990.

"MOVING AMERICA: New Direction, New Opportunities"

Some of the plan's key ideas include:

- Increased federal assistance for research and technology.
- Increased flexibility in use of federal funds.
- A reduction of barriers to private transportation investment.
- A concentration of federal funds on transportation systems of national significance.
- Increased emphasis on strategic planning.
- A shift in focus from building basic infrastructure to adapting and modernizing transportation systems to support economic growth.

Within the following six categories, the report states that it is federal transportation policy to:

Maintain and Expand the Nation's Transportation System

- Provide the tools, incentives, and flexibility for state and local governments and the private sector to renew the capacity and performance of the transportation system.
- Increase the share of project costs paid by the recipients of federal aid for transportation.
- Increase emphasis on integrated state, local, and regional transportation planning, including efforts to coordinate.
- Move from predominantly categorical grants to broader, more flexible federal funding for transportation.
- Give priority to maintaining needed transportation infrastructure.
- Encourage use of high-occupancy vehicle lanes, traffic control improvements, and other performance enhancement measures.
- Encourage peak-period or congestion pricing to ensure the most effective use of transportation facilities.
- Encourage preservation of land or corridors that will be required for future transportation facilities or capacity additions.

Foster a Sound Financial Base For Transportation

Spend transportation trust fund balances over time in a fiscally responsible way.

Assure that transportation users bear the maximum practical and appropriate share of the costs of services and facilities they use.

Minimize evasion of federal transportation user charges.

Relax restrictions on state and local governments to raise transportation revenues from highway tolls.

Encourage use of innovative financing options such as benefit assessments, joint public-private initiatives, and other means for capturing the value of transportation projects.

Minimize legal and regulatory barriers to private participation in owning, planning, financing, building, maintaining, and managing transportation facilities.

Encourage joint public-private initiatives for financing transportation facilities and operations.

Keep the Transportation Industry Strong and Competitive

Bring the principles of market competition to bear in public transportation and enlist the private sector in solving urban transportation problems.

Apply cost-effectiveness standards to federally assisted transit investments.

Reduce operating assistance for urban mass transit.

Support repeal of remaining federal laws imposing economic regulation on motor carriers.

Promote uniform motor carrier registrations and tax reporting requirements among the states.

Minimize potential for federally subsidized transportation services to offer unfair competition to other modes or services.

Ensure that the Transportation System Supports Public Safety and National Security

Improve reporting on accidents, and information on trends and patterns to identify potential safety problems and causes.

Encourage states to enact laws requiring use of safety belts and motorcycle helmets, and to strengthen laws against drunk and drugged driving.

Develop rules to require vehicle design to increase occupant protection and improve vehicle crash avoidance capabilities.

Promote safer design and maintenance of highways through engineering standards and signing systems that are more sensitive to the needs and abilities of drivers, including the growing population of elderly drivers.

Protect the Environment and the Quality of Life

Support fully the Administration's efforts to update the Clean Air Act, including federal iniatives necessary to enforce the transportation-related aspects.

Implement stronger measures to prevent oil spills and to impose liability requirements to ensure that damages, including natural resource damages, are compensated.

Foster development and use of more fuel-efficient vehicles and transportation operations.

Extend federal hazardous materials regulations to cover all intrastate movements of hazardous materials by commercial motor carriers.

Advance U.S. Transportation Technology and Expertise

Increase the federal transportation budget for research and technology projects, in coordination with the efforts of private industry, the academic community, and state and local governments.

Ensure that regulatory and institutional barriers do not impede implementation of viable new technologies.

Foster a national program of transportation research at the country's universities and research institutions.

Foster greater awareness of transportation as a potential career.

To implement the national transportation policy for highways and highway traffic safety, the Administration will develop legislation consistent with the following principles:

Make use of the Federal Highway Trust Fund to address critical highway infrastructure requirements.

Focus the federal-aid highway program on systems and projects of national significance.

Provide federal funding incentives for preservation of highways.

Require sound infrastructure management programs as a condition for federal aid.

Increase the state and local share of federal-aid projects.

Allow greater use of toll financing on federal-aid highways.

Allow greater flexibility in the use of federal trust funds for highway and transit purposes.

Devote additional resources to research and development.

Improve highway and motor carrier safety.

Prepared by the Highway Users Federation

WEDNESDAY, APRIL 25, 1990.

FEDERAL HIGHWAY ADMINISTRATION, URBAN MASS TRANSPORTATION ADMINISTRATION, FEDERAL AVIATION ADMINISTRATION, AMERICAN ROAD AND TRANSPORTATION BUILDERS ASSOCIATION [ARTBA]

WITNESS

T. PETER RUANE, PRESIDENT, CEO, ARTBA

Mr. LEHMAN. Mr. Peter Ruane.

Dr. RUANE. Thank you, Mr. Chairman, Mr. Coughlin. I appreciate the opportunity to appear again before you and share with you the views of the American Road and Transportation Builders Association regarding the upcoming fiscal year 1991 budget. ARTBA represents the full spectrum of the transportation construction industry, which is described in our statement.

For the next few minutes, I am simply going to summarize the submission and share with you some thoughts that perhaps reiterate some of the earlier testimony, but also add some perhaps new thoughts for your consideration.

We know that the relationship of this year's budget actions to the future reauthorization of the federal highway program next year is pivotal. We are well aware that the committee understands fully the past contributions of the nation's highway programs, and also the costs of neglect that have occurred in recent years. We point out some pointed examples of this in our testimony. I am not going to reiterate that now.

We also know that the entire committee and most of Congress is aware of the array of studies that have been conducted over the past six or seven years, in particular, nearly 50 independent studies about the nation's transportation infrastructure problems. In fact, one was released yesterday by the General Accounting Office to Congress which underscored the scope of the national problem even more so. In fact, it indicated that some 43 percent of the nation's interstate system is, in their words, "barely tolerable" or in worse condition than it was just a few years ago.

Again, as earlier witnesses have noted, we at ARTBA also are not pleased with the Administration's request for funding for the upcoming fiscal year. We would, as we have suggested in the past, that the committee at the minimum fully appropriate the amounts that have been authorized in the 1987 legislation. In fact, we also agree with the previous witness and the National Governor's Association that the project 15, as the National Governor's Association calls it, be approved; that the obligation ceiling be raised to $15 billion for fiscal year 1991.

This can be accomplished by drawing down the trust fund by some $2 billion per year. We believe it is a prudent way to protect the nation's multi-billion dollar investment in its highway and bridge system over the past few decades, and believe it can be accomplished without raising user fees this year or next and could be done readily by this session of Congress.

The Members of the committee also have before you a copy of the new highway program initiative, the policy statement that ARTBA's committees and board of directors put together in the past year. I want to share that with you today and ask you to look at that at your leisure. In that program, we call for a major raising of federal commitment to the interstate highway and bridge system.

We also in our testimony today are calling for the committee to consider raising the airport program level to $2 billion for fiscal year 1991 and the mass transit capital expenditures to $1.5 billion.

In summary, ARTBA again calls for this committee to seriously consider funding the appropriations for the next year's budget level at the 13.8 minimum that has already been authorized, and moreover to support the $15 billion proposal that has been put forward by the National Governor's Association and others. Thank you.

Mr. COUGHLIN. Thank you very much, Dr. Ruane. You are proposing a 15 cent a gallon increase in the gas tax?

Mr. RUANE. Effective in '92, yes. As part of the reauthorization for the new highway program next year. Yes.

Mr. COUGHLIN. Thank you. Mr. DeLay, do you have any questions?

Mr. DELAY. I have no questions. Thank you.

Mr. COUGHLIN. Thank you very much for your testimony. We appreciate your taking your time in coming here.

Mr. RUANE. Thank you.

[The prepared statement of Dr. Ruane follows:]

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ARTBA
American Road & Transportation Builders Association

Testimony

of

Dr. T. Peter Ruane

President and CEO

American Road and Transportation Builders Association

before the

Subcommittee on Transportation

Committee on Appropriations

U. S. House of Representatives

April 25, 1990

501 School Street, S.W., Eighth Floor, Washington, D.C. 20024-2713 • (202) 488-2722 • FAX (202) 488-3631

Good afternoon, Mr. Chairman and members of the subcommittee. My name is T. Peter Ruane, president and chief executive officer of the American Road and Transportation Builders Association, which is based here in Washington, D. C. I am pleased to present testimony today on the transportation needs of the nation and the relationship of the fiscal year 1991 federal budget to meeting those needs.

ARTBA has been providing Washington representation for the transportation construction industry since 1902. Our nearly 4,000 members nationwide hail from both the public and private sectors. We represent not only construction firms but also state and local transportation officials, equipment manufacturers, engineering and design firms, materials and traffic safety device suppliers, and educators in the fields of transportation planning and civil engineering.

Mr. Chairman, on behalf of our membership, thank you for inviting us to provide our views on the fiscal year 1991 federal budget. As you and the subcommittee members well know, the financial decisions on funding for the Federal-aid Highway Program that Congress makes this year will have a direct impact on the nation's economy and well-being.

The jurisdiction of this subcommittee covers three of the transportation modes - namely highway, air and mass transit. These three are coincidently the same three with which the majority of ARTBA's members are the most familar. The Federal-aid Highway Program is the largest of the three in both dollars expended and size of the system. Over the last thiry-five years, the U. S. highway system has contributed tremendously to economic growth and social change. It's performance has become critical to the American way of life.

Mr. Chairman, many reports prepared by the Federal Highway Administration and other public organizations indicated that our national highway system is in serious disrepair. Expenditures to maintain the system have not kept pace with deterioration. Many of our highways and bridges cannot provide the level of service that they were designed to provide and as such create major safety and operating problems.

Poor road conditions drive operating costs up and contribute to urban congestion. Vehicle operating costs are estimated to be over $16 billion higher because of the quality of our roads. Congestion and poor road surfaces cause this nation to waste over 1.25 billion vehicle hours and 1.38 billion gallons of motor fuel annually. These numbers could soar by the next century if the problems with our highways are not begun to be addressed now.

Between $25 billion and $30 billion is needed each year for capital improvements on roads on the federal-aid system. An additional $5 billion to $10 billion is necessary to correct the structural and obsolescence problems with the system's bridges. In total, the U. S. Department of Transportation has published reports in 1988 and 1989 which state that meeting capital needs on the federal highway system alone will require a $40 billion annual investment - about $25 billion more than current federal aid.

Yet, the Federal Highway Administration, in its testimony before this subcommittee, proposed an obligation limitation for fiscal year 1991 of $12.013 billion. This is $200 million below the limitation enacted for the current fiscal year and far below what is required to meet known needs for Interstate 4R, Primary System, Urban and Rural Roads, Highway and Traffic Safety and Bridge Rehabilitation.

Without question, we are under-investing in our highway network. The Administration's budget proposal for the Federal Highway Administration is substantially below the level authorized by Congress in the Surface Transportation and Uniform Relocation Assistance Act of 1987. The 1987 Act calls for spending S13.886 billion in new budget authority for fiscal year 1991, which is even below what can be supported by Highway Trust Fund income including interest earned on the balance.

In fiscal year 1989, trust fund receipts were actually $15.134 billion, including interest and total expenditures were $13.602 billion. This raised the "checkbook" balance in the Highway Trust Fund to $10.55 billion on October 1, 1989. For fiscal 1990, the Federal Highway Administration estimates that the balance will grow by $430 million to $10.981 billion. This is based on receipts of $14.399 billion and expenditures of $13.969 billion.

We are clearly not meeting highway improvement needs while the balance in the Highway Trust Fund continues to increase. Now is the time to increase funding. This can be accomplished by drawing down the balance in the trust fund.

ARTBA recommends that the obligation level for fiscal year 1991 be set at $15.0 billion. Incidentally, this is also the level proposed by the National Governors Association. An effective program of $16.5 billion will be possible when items normally outside of the limitation are included. To achieve this level of federal highway spending, a $2 billion annual drawdown in the trust fund is required.

The American Road and Transportation Builders Association (ARTBA) strongly recommends this level to begin the process of rebuilding our highway infrastructure and making our highways safer for the public. ARTBA also believes that federally assisted highway projects must include the latest safety construction techniques and installation of the best safety devices.

The Federal-aid Highway Program was not intended to operate with an obligation limitation and Congress certainly did not anticipate the current large cash balances when it created the trust fund in 1956. The current balance should be drawn down in a rational manner at $2 billion per year and all future revenue spent as collected for the purposes intended.

Our country has a large investment in a modern and efficient highway system. It is second to none and the investment must be protected. We can only do this by spending all available resources - income to the Highway Trust Fund, interest earned on balances and the balance itself.

Of no less importance to the overall transportation of people and goods are the nation's airports and mass transit systems. ARTBA recommends that the Airport Improvement Program be funded at the maximum level possible. More than $1.5 billion is collected each year, largely through the eight percent ticket tax, for the Airport and Airways Trust Fund. By spending down the balance in this trust fund also, a funding level of $2.0 biilion per year for capital improvements at airports is easily achievable in fiscal year 1991.

Federal assistance for mass transit should also be increased. The level proposed in the President's budget does not adequately address needs. We recommend that the UMTA captial assistance program be increased to $1.5 billion per fiscal year. This is somewhat higher than the amount generated by the one penny of the federal motor fuels tax dedicated to mass transit, but can be handled with a drawdown of the mass transit account balance which currently exceeds $6.0 billion

Mr. Chairman, thank you again for the opportunity to present the views of the American Road and Transportation Builders Association. At this time I am prepared to answer any questions that you or your colleagues may have.

WEDNESDAY, APRIL 25, 1990.

FEDERAL HIGHWAY ADMINISTRATION, ASSOCIATED GENERAL CONTRACTORS OF AMERICA (AGC)

WITNESS

FRANK WILLIS, HIGHWAY DIVISION CHAIRMAN, ASSOCIATED GENERAL CONTRACTORS OF AMERICA

Mr. COUGHLIN. The next witness is the Associated General Contractors of America, Mr. Frank Willis.

Mr. WILLIS. Mr. Chairman and Members of the subcommittee, my name is Frank Willis, and I am the 1990 Highway Division Chairman of the Associated General Contractors of America. We appreciate the opportunity to express our views on the major transportation issues facing our nation and we applaud this committee on its efforts in seeking public comment on our transportation program.

The AGC's primary concern is the state of the nation's infrastructure and the inability of the Federal Government to allocate sufficient resources to fully fund the promises made in prior authorization bills. With respect to the specific programs, AGC offers the following. Of particular concern to us is the 1991 funding level for the federal aid highway program. The Administration's fiscal year 1991 budget recommended an obligation ceiling of $12 billion—over $340 million less than authorized in the 1987 Surface Transportation and Uniform Relocations Systems Act.

The AGC maintains that this level is totally inadequate to meet our highway transportation needs. A comprehensive study done by AASHTO, the American Association of State Highway Officials, entitled "The Bottom Line: A Summary of Surface Transportation Investment Requirements for 1988 to 2020" identifies annual capital investment needs of $38-68.5 billion between now and the year 2020. This compares with the 1988 spending of $30.7 billion by all levels of government. We need to be spending more money on highway transportation, and the Federal Government should be taking a greater leadership role.

A first step in addressing these needs would be to substantially increase the obligation ceiling of the highway program. Recognizing the need for a larger program, AGC has joined state, county and city government associations in calling for a $15 billion obligation ceiling beginning in fiscal year 1991—project 15, as mentioned earlier. AGC views the project 15 proposal as the first step in addressing the tremendous highway needs of this country.

The trust fund can support a higher program. FHWA estimates as high as $18 billion annually for a period of several years, without triggering the Byrd Amendment, which would assure the programs solvency. AGC believes the project 15 proposal is fiscally responsible and that it begins to fully use the trust fund receipts—both user fees and interest—to make needed long term investments to enhance the future health of our economy and our international competitiveness.

The AGC also believes that the levels proposed in the Administration's fiscal year 1991 budget for the airport improvement program failed to address the growing capacity problem we face with our nation's airport system. It is difficult to reconcile the fact that while air travel and accompanying airport use are increasing at a frantic pace, funding for the airport program remains static. It is worth noting that the fiscal year 1991 request of $1.5 billion is $200 million less than was authorized in the 1987 Airport and Airway Reauthorization Bill.

It is also worth noting that the aviation trust fund currently has an uncommitted balance of in excess of $7.5 billion, which AGC recommends should be drawn down immediately. The Administration's fiscal year 1991 budget proposal also calls for a 25 percent increase in the airline passenger ticket tax. With a surplus in the aviation trust fund exceeding $7.5 billion, the Administration is asking for a user fee increase which generate an additional $800 million per year.

The AGC would like to see the money that has already been collected spent for airport and air traffic control improvements prior to any further discussion about an increase in aviation user fees. AGC recognizes the efforts of the Administration to focus fiscal year 1991 Federal transit assistance on maintaining the capital infrastructure of public transportation. However, the uncommitted balance in the transit account of the highway trust fund has grown to more than $6 billion at a time when transit needs are increasing.

As the first step in meeting the public transportation needs of this country, the Federal Government should begin to spend down the balance in the transit account of the highway trust fund. AGC believes that to keep faith with the users of this nation's highways and aviation systems and to pay the user fees to support the highway and airport programs, the highway trust fund and the aviation trust fund should be removed from the unified budget and exempted from the Gramm-Rudman Hollings Law.

Trust fund receipts can be used for no other purpose than transportation improvements. Budget constraints and low obligation ceilings have permitted the balances in the trust funds to be used to mask a larger general fund deficit. The combined balances of the highway and aviation trust funds at the end of fiscal year 1990 are expected to exceed $32.5 billion. In reality, the balances are being loaned to other general fund programs—all in direct conflict with the spirit of the user fee concept.

In summary, AGC believes that this country is seriously underinvesting in its transportation infrastructure at the expense of productivity, jobs and international competitiveness. If the people of this country, both public officials and private citizens alike, continue to ignore the much needed construction and rehabilitation of this nation's surface transportation systems, this country will pay many times over in lost economic opportunity now and in the future.

In closing, AGC believes increased investment in transportation infrastructure is critical to the continuing strength of our country's economy. AGC urges the Appropriations Committee to set as a highest priority a continued commitment to capital investment in the nation's transportation systems.

Mr. Chairman, I will be glad to answer any questions.

Mr. LEHMAN. I think you have already answered them. We will keep in touch with you and your organization and know how important you are to the infrastructure of our country. I yield to Mr. Coughlin.

Mr. COUGHLIN. Do you think that when we spend a dollar from the highway trust fund it does not add to the deficit?

Mr. WILLIS. Not under the concept of the highway user fund. No, sir.

Mr. COUGHLIN. It does not add to the deficit? You are mistaken, sir.

Mr. WILLIS. If it is a dedicated fee the user pays, I do not see how it adds to the deficit.

Mr. COUGHLIN. So whether the deficit is on budget, whether the trust fund is on budget, it is still adds to the deficit.

Mr. WILLIS. I am not qualified to answer that, Congressman. I do not follow that reasoning, but——

Mr. COUGHLIN. I just want to make sure that is on the record. Thank you very much, Mr. Chairman.

Mr. LEHMAN. Mr. DeLay.

Mr. DELAY. Good to see you, Frank.

Mr. WILLIS. Congressman, good to see you.

Mr. DELAY. I appreciate all that AGC does. It may be in your prepared remarks that go into the record, and I may have missed it in your verbal remarks, but has AGC taken a position on the Secretary of Transportation's proposal for infrastructure?

Mr. WILLIS. You mean the national transportation policy?

Mr. DELAY. Yes.

Mr. WILLIS. Not officially as yet, Congressman. There are some parts of the program or the policy that AGC certainly agrees with. We think there are some that deserve further study and would reserve judgment on it until we see what comes out later on.

Mr. DELAY. So you do not plan on taking a position on the transportation policy?

Mr. WILLIS. I think we would certainly take a position, On certain aspects of it we do take positions on. For example, we feel like the highway trust fund does need to be spent down or drawn down on. We think that those funds need to be expended before we look at additional increases in user fees, and those are in concert with what the national transportation policy is saying and what Secretary Skinner is saying.

Mr. DELAY. But you are working with the DOT on implementing at least that part with which you agree, right?

Mr. WILLIS. Yes, sir.

Mr. DELAY. Thank you, Mr. Chairman.

Mr. LEHMAN. If you could spend more, do you think the states would have any problem coming up with a match?

Mr. WILLIS. Do I think the states would have a problem?

Mr. LEHMAN. Yes.

Mr. WILLIS. The states are already having problems. Most of the states are raising their funds already in anticipation of the national transportation policy saying that the states are going to be expected to fund more.

Mr. **Lehman**. Well, I mean if you increase the Federal highway expenditures, that puts another burden on the states to come up with their portion of the match.

Mr. **Willis**. It may in some cases, Congressman, for instance, some states who do not have heavy population centers and traffic volumes, perhaps. But for the most part, I think the states would find a way to find the matching funds because the need is so great.

Mr. **Lehman**. Thank you. Thank you very much.

Mr. **Willis**. Thank you, Mr. Chairman. Thank you.

Mr. **Lehman**. Reverend William L. George. I know we are getting to the end of the day when we get to Father George.

Wednesday, April 25, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, FUEL CELL BUS PROJECT, GEORGETOWN UNIVERSITY, DISTRICT OF COLUMBIA

WITNESS

REV. WILLIAM L. GEORGE, ASSISTANT TO PRESIDENT OF GEORGETOWN UNIVERSITY, DISTRICT OF COLUMBIA

Mr. **Lehman**. Where is your buddy?

Reverend **George**. Probably handling a medical issue right now. Mr. Chairman——

Mr. **Lehman**. I am talking about Mr. Conte.

Reverend **George**. Oh, Mr. Conte. I think I saw his little scooter outside the Labor, HHS hearing room. It is hard for him to hide any more, because you look for his little whatever you call it.

Mr. Chairman, I am Father George, Assistant to Father O'Donovan, the President at Georgetown. Mr. Chairman, Mr. Coughlin, Mr. DeLay and Members, we thank you for the support we have had in the past, and are getting a lot more cooperation from UMTA these days. So that bodes well for the future. The funding we are asking is, as on schedule, $1.5 million for this year, which would get through the prototype. We would have an actual rough a bus on the road in about a year.

We have also begun with our staff to talk with the Council of Governments and WMATA, about how the university might be able to assist in funneling the traffic from in our area to the subway system. So, I wanted to warn you about that one. But that is basically it, Mr. Chairman. Thank you.

Mr. **Lehman**. Is this the electric car?

Reverend **George**. Fuel cell busses. Yes. They are phosphoric acid fuel cell busses. These will have a battery to boost them over really high grades, but it is a hybrid.

Mr. **Lehman**. Right. And is the General Motors program borrowing some of your know-how?

Reverend **George**. Well, I saw that article in the paper. They are into electric vehicles. The fuel cell is a different kind of energy source. GM is one of the contractors that bid on it, as was Chrysler.

It is working. The feasibility studies show that it is more efficient than we had anticipated.

Mr. **Lehman**. I am not sure I understand what it is. One of these days when you have a little time——

Reverend **George**. No. Well, actually, I hope by the end of this year to at least put you on a rough one to give you a ride in it. If the Department of Energy says, we should be able to have one. It is their vehicles program that is producing it. But we should have a bus in about a year.

Mr. **Lehman**. Bring it up here and park it in front of the Capitol.

Reverend **George**. But I want to take you for a ride to a basketball game.

Mr. **Lehman**. All right.

Reverend **George**. It is supposed to be able to fit the committee. I think it is a 12 passenger bus.

Mr. **Lehman**. Mr. Coughlin?

Mr. **Coughlin**. How many years have you been working on this bus?

Reverend **George**. It has been four to five years, Mr. Coughlin. I was thinking about people sort of did not have much faith in the concept about five years ago, and now we have the State of California putting a couple million dollars into the Department of Energy's program to get this thing going, because it has proven itself, as we have said, to be feasible. And we are going to have busses doing this. We are going to be on the road and they are going to work very efficiently.

Mr. **Coughlin**. Thank you.

Reverend **George**. This started out pretty slow, and it has—we had to do all kinds of the studies to get it done and the major corporations involved. If we had not started it five years ago, you would be 10 years away from a fuel cell type of program right now. So we are fortunate that your wisdom let us start it.

Mr. **Coughlin**. We always enjoy your appearance here and enjoy seeing you around the Hill.

Reverend **George**. Thank you.

Mr. **Coughlin**. Thank you very much, Father George.

Mr. **Lehman**. Mr. DeLay.

Mr. **DeLay**. Father George, I am not too familiar with this project. Are there any private funds associated with this project and/or local funds from D.C. or WMATA?

Reverend **George**. No D.C. funds, Mr. Delay. That is one of the difficulties of being a non-profit in the District of Columbia. We do not work quite the same way as a state would. So we are at a disadvantage there. But in the contract as was let out, it required a match from whatever contractors went out, and I think it came in over 30 percent. A match of actual funds or people time in kind was part of the contract the way it was let out by the Department of Energy, because we had told the committee we would ask that of anybody who participated. So there it is.

Mr. DeLay. I have an interest in this project and but I have some questions. However, I will not take the time of the subcommittee.

Reverend George. Sure.

Mr. DeLay. Thank you.

[The prepared statement of Reverend George follows:]

April 1990

HOUSE OF REPRESENATIVES
APPROPRIATION'S SUBCOMMITTEE ON TRANSPORTATION

Mr. Chairman and members of the committee, I am Rev. William L. George, S.J., Assistant to the President of Georgetown University. Thank you for the opportunity to testify on the subject of Hybrid Fuel Cell Buses.

Phase I of the National Exemplar Hybrid Fuel Cell Bus program has been successfully completed and has lead to the conclusion that the system is feasible. This "proof of feasibility" phase consisted of a detailed analysis of the technical and economic characteristics of the system with design, fabrication, and laboratory testing of actual fuel cell hardware which corroborated the study results. The efforts evaluated the potential of both liquid and air cooled systems and identified the features of both. The Department of Energy, in concurrence with the Urban Mass Transportation Administration and the Batelle Memorial Institute, has approved of the results of phase I and has decided to continue with Phase II. I would ask the Committee to provide $1.5 million for FY91 to continue the Phase II operations.

Phase II of the project will consist of the development of the fuel cell powered propulsion system based on the findings of Phase I and the integration of the completed propulsion system into a test bed bus. A Request for Proposal which stipulates that the best system for the fuel cell be used is being put out to select a contractor for Phase II. The FY91 funds will be used to continue the Phase II operation which is designed to result in the procurement and modification of three transit buses which will be fuel cell powered. After an evaluation of these test buses, a fleet of 10 to 12 small prototype buses will be built and operated in actual service.

In April 1987, one goal of the project was "to provide the transition of this emerging technology to actual commercial use". The project may be well ahead of schedule in accomplishing this goal. The California South Coast Air Quality Management District (SCAQMD) Board of Directors has approved support of this program with some of their own funds contributed to the Department of Energy. They are participating to the extent of funding one fuel cell bus in Phase II for test and eventual use in Los ANgeles basin, a region plagued by air and noise pollution. The SCAQMD Board of Directors appears confident that the fuel cell bus is an economically viable solution to their area's environmental dilemma.

Fuel cells offer an energy source that is unparalleled by any which exists today. It does provide clean and efficient power in an age which has seen an explosion in the demand for energy and the need for reduction in the pollution levels. The Hybrid Fuel Cell Bus program is the impetus for a commercial venture that will last well into the next century. We thank you and the committee for your past support of this timely venture and would ask your committee to support the Department of Energy request so that this project may go forward.

On behalf of Rev. Leo J. O'Donovan, S.J., President of Georgetown University, I thank you for the opportunity to testify.

HOUSE OF REPRESENTATIVES
APPROPRIATION'S SUBCOMMITTEE ON TRANSPORTATION

We are Rev. William L. George, S.J., and Rev. T. Byron Collins, S.J., Assistants to the President of Georgetown University for Federal Relations.

Georgetown University proposes to establish an exemplar program in conjunction with the Department of Transportation and the Washington Council of Governments which would create a university transportation center in the nation's capital. The objective of this program would be to construct a facility with support system that would help to alleviate the excessive crowding of streets in the Georgetown, Burlieth, Foxhall, and Palisade area and provide an opportunity to promote the advanced clean propulsion system being developed in our successful current fuel cell bus program into further effective applications to transportation systems eliminating gas and oil.

The proposed university transportation center would use the resources of its own GUTS (Georgetown University Transportation Society) and would be associated with Washington Metropolitan Transportation Authority and the transportation planning of the Council of Governments. The center would be part of an integrated transportation system that would benefit the University, the Consortium of Metropolitan Area Colleges and Universities, and its associated areas by lessening single occupancy car traffic from Maryland and Virginia. To this end, Georgetown University would investigate a transportation terminal and system using fuel cell buses and follow-on advanced propulsion system applications. These applications would arise from the successful fuel cell program and would serve as a community transportation system that points the way to effective and environmentally sound urban transportation solutions. The center would serve a multi-function role: it would serve as a turn-around hub for D.C. Mass Transit (Metro) and GUTS buses; it would serve as a center for mass transit coordination and planning and an effective access to Metro; it would serve as the center for the fuel cell bus development support and operations program; and it would act as a service transportation receiving and distribution center. These integrated functions would serve as a model for local, state, and federal transportation centers while providing a model for commercial applications for larger corporations. The center would be designed to integrate all transportation-related activities into a harmonious and balanced center where effectiveness and efficient operations improve service and reduce costs. This integrated transportation system would make use of the fuel cell bus and advance its follow-on application once its development has been completed. It would seek ways and means to connect more directly to Metro system and discover new ways to assist university public service. It will examine the feasibility of how the National Exemplar integrated community energy system can contribute to advanced transportation systems energy. And it will seek to provide an effective positive impact for Community/University relations as to noise, traffic, pollution, and parking in an urban setting and contribute to the preservation of the historic district.

As stated in the Budget of the United States, funds are to be provided "for necessary expenses for university transportation centers, as authorized be section 21(i)(2) for the Urban Mass Transportation Act of 1964 as amended..."

On behalf of the President of Georgetown University, Rev. Leo J. O'Donovan, S.J., we thank you for this opportunity to testify.

WEDNESDAY, APRIL 25, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, NATIONAL ASSOCIATION OF REGIONAL COUNCIL TRANSPORTATION ADVOCACY SERVICE GROUP

WITNESS

RONALD KIRBY, DIRECTOR OF TRANSPORTATION PLANNING, METROPOLITAN WASHINGTON COUNCIL OF GOVERNMENTS

Mr. LEHMAN. Thank you, Mr. DeLay. Thank you, Father George. We have Ronald Kirby, and I would like to acknowledge the presence of Janet Oakley, one of our detailees from a few years back. Detailees is a very dangerous job for this subcommittee. Remember? Lord knows what happened this year. Thank you.

Mr. KIRBY. Thank you, Mr. Chairman, distinguished Members of the committee. My name is Ronald Kirby. I am the Director of Transportation Planning for the Metropolitan Washington Council of Governments. The transportation planning board of the Council of Governments is the designated metropolitan planning organization serving the Washington, D.C. metropolitan area. We are located just a couple of blocks from this building. I appreciate the opportunity to appear before you today on behalf of the National Association of Regional Councils Transportation Advocacy Service Group.

In my testimony, I want to discuss why we believe continued investment in transportation planning is more vital than ever to Federal, state, regional and local interests. Our metropolitan areas are the economic engines that drive the nation's economy, and their transportation systems are vital components of those regional economies. The Federal Government, along with the states and regional and location organizations, must continue to ensure the long term health and viability of these regional communities, and the Federal Government must continue to be a full partner in investing in their current and future transportation infrastructure.

While greater investment is needed from all levels of government, dollars alone are not enough. We must find more effective ways to utilize existing transportation facilities and to better manage transportation demand. Mr. Chairman, it is through the metropolitan transportation planning process that the available resources for transportation are directed to maximize efficiency of our transportation systems. It is through the metropolitan planning process that often competing economic development, environmental and social priorities are reconciled and balanced with mobility needs.

The investment required to sustain the planning process is minimal, but the payoff is substantial. In his national transportation policy statement, Department of Transportation Secretary Samuel Skinner stated that it is Federal transportation policy to increase emphasis on integrated state, local and regional transportation planning, including efforts to coordinate land use and transportation planning and investment decisions, and to strengthen the roles of MPOs or equivalent planning bodies in programming and prioritizing transportation projects.

We applaud the administration's recognition of the current and potential role of MPOs in assuring effective transportation programs for metropolitan areas, and we hope you share this view as well.

At this point, Mr. Chairman, I want to bring to your attention an issue that is creating some serious financial repercussions for all of the larger MPOs in the country. Last year, this committee directed the Urban Mass Transportation Administration to make available $5 million out of the $45 million of the Section 8 planning funds to transit authorities to conduct past discrimination studies. Last year, the Supreme Court ruled that local minority business set-aside programs could be discontinued if they could not be justified on the basis of documented past discrimination.

Mr. Chairman, while we favor Federal support being available for this purpose, the decision to use Section 8 funds has had serious financial implications for the large MPOs. In part, this is due to UMTA's decision to offset the $5 million set-aside solely by reducing large MPO allocations for planning funds. Neither the amount of UMTA's Section 8 funding retained by the agency—10 percent—nor the amount allocated to the states—another 10 percent—is being reduced. The reduction in Section 8 allocations to MPOs for their current fiscal year is approximately 16 percent.

As you can imagine, the impact on such a small program is substantial. For example, the Los Angeles area has suffered a reduction of $500,000; the Philadelphia MPO, $300,000; Houston/Galveston, $128,000; Detroit, $265,000; Miami, $76,000; Minneapolis/St. Paul, $80,000; Springfield, Massachusetts, $12,000. In this area, the Section 8 allocation will be reduced by $148,000— approximately 16 percent of the total allocation for the Washington region.

As a result of this reduction, we have had to reduce funding for our long range planning efforts and for the technical assistance that we traditionally provide to our member state and local governments and to the Washington Metropolitan Area Transit Authority.

We have also deferred until the following year an effort to develop transportation control measures to address our air quality problem. This latter deferral is particularly ironic since transit strategies are a critical component of our efforts to improve air quality.

As I indicated earlier, we support federal assistance to transit authorities to conduct past discrimination studies. However, we believe it would be more logical to permit transit authorities that wish to conduct such studies to use their Section 9 funds. Currently, Section 9 funds may be used for planning studies. UMTA staff have confirmed that they believe this would be an appropriate expenditure of Section 9 funds, and further they agree this would have a minimal effect on transit authority programs and activities funded under Section 9.

Mr. Chairman, over the years you and your committee have indeed been a friend to regional councils in the metropolitan transportation planning process. We urge you to fund Section 8 transit planning at its fully authorized level, and to consider taking future transit-related set-asides from program areas that directly support transit authorities and are better able to accommodate such requirements with minimal program disruptions.

Thank you, Mr. Chairman and Members of the committee. I appreciate the opportunity to testify today.

Mr. **Lehman**. Thank you very much for your testimony, and we will sure listen to you on how you can spend Section 9 money. Mr. Coughlin?

Mr. **Coughlin**. Thank you very much. We appreciate your appearance here.

Mr. **Kirby**. Thank you, sir.

Mr. **Lehman**. Mr. DeLay.

Mr. **DeLay**. No questions.

Mr. **Lehman**. Thank you. We have two more people. Maybe we ought to go vote and come back and let us do them. All right. Mr. Winsell? We have about five minutes for two of you, unless you want to wait until we come back.

Mr. **Winsell**. I would rather wait.

Mr. **Lehman**. What do you think, Mr. Coughlin?

Mr. **Coughlin**. Whatever you say, Mr. Chairman.

Mr. **Lehman**. I think we should go ahead and vote and come back. Two people, right? Mr. Winsell and Mr. Todd? All right. Rather than rush you, because we will have to leave in about two minutes.

[Brief recess.]

Mr. **Lehman**. You may start.

Wednesday, April 25, 1990.

ARCHITECTURAL AND TRANSPORTATION BARRIERS COMPLIANCE BOARD

WITNESS

KEITH A. WINSELL, PH.D./M.L.S., GREENBELT, MD

Dr. **Winsell**. Mr. Chairman, I have submitted a longer statement, as well as some supporting material.

I will just try to hit the highlights of my statement, and you can ask any questions that you want later.

My basic message to this appropriations subcommittee is that it has been, I believe, misled by the statements issued in recent annual reports of the U.S. Architectural and Transportation Barriers Compliance Board, and by the testimony for the record submitted during the past two years. I am also persuaded that it would be a major error to give unregulated authority to that agency in the new areas proposed by the Americans with Disabilities legislation.

My personal recent professional activities in related fields, including a bibliographical chapter in a book published recently by the American National Standards Institute, is a part of a more comprehensive annotated bibliography which will include all major works published since 1900 dealing with standards development in North America. And that bibliography will be part of a source book which I am editing dealing with standards information in education to be published by G.K. Hall, a Boston publisher.

Also included are about 25 essays, including one on the development of accessibility standards. I have degrees in political science history and library services and have studied law. I was a college professor for 12 years, and will soon be taking the position of Associate Director of Research Center at Twain University. But what is most significant, I believe, is that I served for 13 months as librarian for the ATBCB. And this, in contrast to the statements that I have heard personally and read from the chairman of the board, individuals who spend perhaps part of three or four days a year on the board and represent what they claim is going on in that agency.

Since April of last year, I have been a library consultant for the Architecture and Barrier Free Design Division of the Paralyzed Veterans of America. Last month, I published an article in Paraplegia News reviewing that work and indicating that I felt that the PVA was taking a leadership role in the area of information gathering, networking and making foreign contacts, an area that has been ignored by the ATBCB for at least six years.

I have been asked to serve as a consultant for a proposed network of accessibility library collections, and have decided recently to initiate a formal historical study of the ATBCB in the context of the ADA legislation.

I believe there are pervasive problems remaining in that agency. Last year looking at the record, I felt that both the Chairman and Mr. Coughlin showed a great deal of skepticism about the operation of the agency, and I am suggesting that that skepticism should return. I believe that we should not be misled by the official propaganda of the agency.

Annual reports seldom recognize mistakes, acknowledge incompetence or waste, or reveal confusion about mission, but I assure you that those factors are there. Yet the size, the sacred goals, as well as the physical isolation of the agency have exempted them, I believe, from careful scrutiny.

As you are aware, the conditions of the ATBCB had become so bad a couple years ago that there was a special evaluation done by the Veterans Administration. Among the recommendations was a definite personnel policy and a review procedure. It was promised to the GSA, but has never yet materialized. When Mr. Roffee took over in November of 1988, he indicated that he would "work to codify administrative policies and procedures to enhance efficiency."

Yet at last month's hearing, he had to acknowledge that the long promised policy still does not exist. The current testimony also indicates that there was a 39 percent staff turnover during the fiscal year of 1989. This is part of what he calls revitalization.

But for the moment, I wish to concentrate on misrepresentations regarding the library and the technical services function of the agency. Based on my 13 months in the agency and the review of earlier agency information, I believe that the agency reports about the number of technical assistance requests is greatly inflated. The agency was sending out outdated publications, outdated bibliographies, and frequently irrelevant information.

One of the first lessons one learns in the area of reference librarianship is to be sure that the information actually meets the needs of the patron. The current revised testimony of the agency refers to the "state-of-the-art accessibility information collection" located in the agency offices. Well, if you believe that, I encourage you to go to the agency offices, concealed in a business office building on 18th Street and take a look. How can a library which has had no acquisition policy for six years and spends less than 1 percent of the current agency budget on acquisitions and maintenance be state-of-the-art?

Yet the testimony of record, page three, claims that the agency actually updated their product literature and library collections last year. Although it is true that the outdated materials are now being placed on a computer, there is no satisfactory explanation to what happened to the $13,000 that was given to a contractor in 1977 to do the same thing.

If the ATBCB has achieved the acclaim that the official report suggests, why is there so little public use of this state-of-the-art library? And why was the facility itself—that is the library—not properly planned so individuals can use it when it is actually needed—not at the discretion of a very suspicious staff.

Since last year, I have been denied use of the library, and even access to the agency offices. Mr. Roffee told my supervisor at PVA that my presence was too disruptive, essentially because people on the staff were telling me about problems that continued in the agency. As the supporting documentation indicates, I had an appointment last Friday to do some research regarding the history project at the agency. It is indicated in a letter. When I called to confirm that appointment, I was told that no, I could not come there last Friday. I would have to come again.

Mr. LEHMAN. Let me tell you. We can give you about another minute or two, and then we will hear from the other gentleman about five minutes. And then I am going to go vote, and that is it for the day.

Mr. WINSELL. Okay. Fine.

Mr. LEHMAN. So you have to summarize in two minutes.

Mr. WINSELL. Okay. So I would encourage you to look at the performance record of the ATB during the period of nearly two decades. I do not believe the products justify the overall expenditure, as has already been pointed out, that since 1977, 54 percent of the cases were dismissed because of lack of jurisdiction. A large percentage of those that were actually investigated involved the U.S. Postal Service and are all pretty much irrelevant because the current share of the board is themselves in the postal service, and they have their own internal revenue procedure.

The ADA seems to offer the agency a missing legitimacy that it has lacked in the past. But I think that it simply does not have the basic structure or the personnel at this point to deal with the very broad issues brought out by ADA. The assumption reiterated in the March testimony by the Chairman that accessibility cost factors are always exaggerated by builders, for example, and an unwillingness to review actual evidence and accept the professional view of others, I believe has contributed to the current state of confusion relating in the fair housing legislation.

What this partly has meant is that there has been a basic drop in the amount of housing that is being made available to American people at a time when housing is greatly needed. And I think the position of the compliance board in relation to HUD is one of the factors.

There are many basic questions that I would ask you to consider. Congressman Lehman, you concluded the March hearing with a statement that the agency was "doing the Lord's work" while suggesting that the nobility of this expenditure in contrast with the squandering on militaristic ventures. That is probably true. There is a great deal of waste in other areas. With $2 million a year, a certain amount of good can be done, if only by accident.

There is also a substantial amount of money that can be used simply for covering one's tracks. And I think that is being done a great deal. The destruction of unfavorable agency information, the ostracizing of critics may also be a part of the procedure. I ask you as a concerned citizen and as a former employee of that agency to take a much closer look and to be sure that the work is not merely that of Lord Roffee and his merry band before you consider giving additional funds to this particular agency.

[The prepared statement of Dr. Winsell follows:]

TESTIMONY FOR THE RECORD

Regarding appropriations for the U.S. ATBCB

Subcommittee on Transportation and Related Agencies
U.S. House of Representatives Committee on Appropriations

submitted 4/24/90

Keith A. Winsell, Ph.D./M.L.S.
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My basic message to this appropriations subcommittee is that it has been misled by statements issued in recent annual reports of the U.S. ATBCB and by "testimony for the record" submitted during the past two years. I am also persuaded that it would be a major error to give unregulated authority to this agency in the new areas proposed by by the Americans with Disabilities legislation.

My recent professional activities in related fields include a bibliographical chapter in a book published recently by the American National Standards Institute(see attached). Our work includes such subtopics as "federal procurement and defense standardization" and "economic aspects of standardization." It is part of a more comprehensive annotated bibliography which will include all major book sources relating to standards development in North America published since 1900. That bibliography will be part of a "sourcebook" on standards information and education to be published by G.K.Hall, a major Boston publisher. Also included are about twenty-five essays, including one on the "development of accessibility standards."

I have degrees in political science, history and library services and have studied law. I was a college teacher for twelve years and will soon become Associate Director of a major ethnic heritage research center at Tulane University. But perhaps most significant is the fact that I served for 13 months(December 1987-January 1989) as librarian for the ATBCB.---My position was eliminated shortly after Larry Roffee became the Executive Director. He gave me three hours notice after I began to question the lack of administrative and evaluation procedures and the refusal to enforce the February 1988 Board decision to make it a "nonsmoking" office. (Mr.Roffee and the office manager were among those who openly smoked in the agency offices, despite that ruling.) The resulting "grievance procedure"(copied verbatum from another agency) turned out to be a total hoax.

Since April of last year I have been a "library consultant" for the Architecture and Barrier Free Design division of the Paralyzed Veterans of America. Last month I published an article in Paraplegia News(see attached) reviewing that work and indicating that I felt that the PVA was taking a leadership role in information gathering, networking and making foreign contacts that had been ignored by the ATBCB for at least six years. I have been asked to serve as a consultant for a proposed "network" of accessibility library collections and have decided recently to initiate a formal historical study of the ATBCB in the context of the ADA legislation. (I am organizing a group of interested scholars to promote the research and evaluation.)

There are pervasive problems in the agency that one does not identify through a mere acceptance of the official propaganda of the agency. Annual reports seldom recognize mistakes, acknowledge incompetence and waste or reveal confusion about "mission." But, I assure you those factors are there. Yet the size, the "sacred" goals, as well as the physical isolation of the agency, have exempted it from careful scrutiny. (See my

4/28/89 "testimony for the record" for a summary of some of the internal problems.)

As you are aware the conditions of the ATBCB had become so chaotic that a special evaluation team was called in from the VA to review the situation. Among the recommendations was a definite personnel policy and review procedure. It was promised to the GSA but has never materialized. When Mr. Roffee took over in November of 1988 he indicated he would "work to codify administrative policies and procedures to enhance efficiency." Yet at last month's hearing he had to acknowledge that this long-promised policy did not yet exist. The current testimony also indicates a 39 percent staff turnover during the 1989 budget year. I suggest that this lack of procedure, combined with Mr. Roffee's lack of managerial skill and professional paranoia, are the real reasons for this massive change. The creation of a team of "yes men (and) women" does not necessarily constitute "revitalization."

But for the moment I wish to concentrate on misrepresentations regarding the library and technical services function of the agency. Based on my 13 months in the agency and the review of earlier agency information I believe the agency reports about the number of "technical assistance" requests is greatly inflated. The agency was sending out outdated publications, bibliographies and frequently irrelevant information. One of the first lessons about "reference librarianship" is making sure that the information actually meets the needs of the patron.

The current revised testimony of the agency refers to the "state-of-the-art accessibility information collection" located in the agency offices. If you believe that, I encourage you to go to the agency offices(concealed in a business office building on 18th Steet) and take a look. How can a library which has had no acquisition policy for six years and spends less than one percent of the current agency budget on acquisitions and maintenance be "state-of-the-art"?--Yet the "testimony for record"(p.3) claims that the agency "updated our product literature and library collections."

Although it is true that the outdated materials are now being placed on a computer system, there has been no satisfactory explanation of what happended to the $13,000 that was given to a contractor in 1977 to do the same thing. When I asked the question I was told, "Nevermind, it is nonfunctional." When I insisted on accuracy in listing items in the computer system I was told by the head of technical services that I was too used to doing things in the academic world and that "things are done differently in the government."

If the ATBCB has achieved the acclaim that the official reports suggest, why is there so little public use of this "state-of-the-art" library? And why wasn't the facility properly planned so individuals can use it when needed, not at the discretion of a suspicious staff.

Since last year I have been denied use of the library or even access to the agency offices. Mr. Roffee told my supervisor at the PVA that my presence was "too disruptive," even if I was quietly reviewing materials. (What he of course meant is that employees were volunteering complaints about his management style and he was too insecure to allow that interaction.) Only after appeals to my Congressional delegation and the indication of my wish to prepare a "formal history" of the agency(see attached) was an April 20 "research" visit scheduled. However, when I called to confirm it I was told that I could not go until Friday, April 27(after today's hearing).--Is this the way our system is supposed to work?

One of the subjects or our evaluation will be the agency record in preserving appropriate records. My consultant on that aspect of our review will be Dr. Frank Burke, former Acting Archivist of the U.S. and a contributor to my current book project.

Let us look briefly at the "performance record" of the ATBCB during a period of nearly two decades. Are the "products" of sufficient substance to justify the expenditures? Many of the "studies" are superficial and have little value. After years of glorifying the "complaint" procedure the documentary and statistical evidence is forcing a sudden deemphasis.--The agency lacks jurisdiction in 54% of the cases since 1977 and many of the legitimate complaints were against the U.S. Postal Service, which now has its own review procedure. (The current Chair himself represents that agency.)

A critical article in a disability publication(In the Mainstream, April, 1988)(see last year's published testimony) indicated that the agency "needs a complete overhaul." Chairman Smith would have us believe that it has actually occurred ("...a maturing Board... has reached an effective level.") If this is a staff with such extraordinary talents why are additional funds needed for management training and the development of writing skills? (Mr. Roffee's recent letter to me indicates a definite need for the acquisition of basic skills from the top down. But shouldn't these be acquired before employment?)

Are we to believe that only his handpicked staff can know the "mission" of a barrier free environment? My consistent work in the field for the past three years leads me to believe that the subject is far less complex than many in the interdisciplinary social sciences and does not require a coterie of self-proclaimed messiahs.

ADA seems to offer the agency a missing legitimacy. It also promises power and job security for those involved. I maintain that the agency, as currently constituted, is not ready for that role. I encourage you, as designers of this new era of civil rights, to look carefully at the actual needs of the current legislation and the total structure of the agency and its leadership. You should not be misled by the "public relations" statement by absentee Board chairmen, made once a year. Other questions emerge:

Are the "local" training programs(to create accessibility specialists) really a solution, or merely a way of admitting the failures in the area of developing effective technical assistance through the national office?
Who is receiving the grant money offered by the agency? Are all given equal access to these resources or only those that have predefined "compatible" interests?
Are the efforts to enforce the broadest possible "standards" for compliance an effort to pacify the many elements of the disability community that the agency has succeeded in alienating for many years.

The assumption (reiterated in the March testimony) that accessibility cost factors are always exaggerated, and an unwillingness to review actual evidence and accept the professional view of others, has contributed to the current state of confusion and limbo in the Fair Housing legislation enforcement--resulting in a partial paralysis of the building industry when the social conditions of the nation demand more housing. As a historian this is one of the reasons why I remain involved in this issue and I assure you that they are many who believe that giving more arbitrary power to the ATBCB at the present time represents a potential disaster. If this subcommittee does not ask the hard questions and investigate the facts thoroughly it must share the blame for the negative results.

Those who question the agency's effectiveness and the competence of its staff are not enemies of the disability community. Maybe the transportation specialist, Dennis Cannon, is a "$2 million dollar" man, but what happens if the key people in this small agency are no longer on the job? Mechanisms must be developed for the perpetuation of importance tasks.

The Board tells us, "Our highest priorities are to continue viable programs of research, technical assistance, public education, and compliance enforcement"--not, of course, to guarantee jobs for key staff members. I submit that the staff has demonstrated great skills in the area of deception and self-aggrandizement, not necessarily in technical abilities or public service. I suspect a formal history--which will include interviews with former staff members and even current members who can be more candid in the special circumstances--will help substantiate this view.

As Mr. Roffee's example demonstrates, being in a wheelchair in itself does not guarantee professional competence, managerial skill, or even personal integrity. Why does internal office policy remain such a low priority? This subcommittee must also share the responsibility for perpetuating him in a position for which he is clearly underqualified. If you review the testimony of the past two years you will find that Roffee has been camouflaged by two different Board chairman playing their best "Art Linkletter" role. But they are not the individuals who run the office on a day to day basis. I also maintain that efforts have been made to conceal information from the Board and the Board has not insisted on the preservation of employee rights. You will note that Mr. Roffee could not provide answers to basic questions and seems to be confused about the standards making process.

Congressman Lehman, you concluded the March hearing with the statement that the agency was "doing the Lord's work"--suggesting the nobility of this expenditure, in contrast with the squandering of militaristic ventures. With $2 million a certain amount of good can be done, if only by accident. It is also a substantial sum that can be used for "covering one's tracks." The destruction of unfavorable agency information and the ostracizing of critics is a part of the procedure. I ask you, as a concerned citizen, to take a much closer look and to be sure that the work is not merely that of "Lord Roffee" and his merry band.

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before awarding requested funding

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—James N. Pearse, Chairman
ANSI Board of Directors

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CHAPTER
23

Selected Readings in Standardization for Companies

Keith A. Winsell and Steven M. Spivak

This chapter is part of a larger comprehensive standards bibliography nearing completion. The selected readings and references collected here are germane to company standardization in the larger sense. The uniqueness of this offering is that the selected bibliography is organized not only by subject index, but, in addition, descriptive annotations accompany each complete citation. Following the brief descriptions collected by subjects, there is an alphabetical listing by author of all references with complete citation, annotated comments or abstract, and key words where available. In addition, a separate section following the alphabetical references gives a listing of locations where it is possible to obtain information or purchase copies of standards and related documents. Included are addresses, telephone numbers, and a brief description of holdings.

Nearly 100 books, reports, and major publications selected for their pertinence to company standardization, organized by subject and with descriptive abstracts

A list of 35 sources for standards and codes, and information about standards, is included

The various citations are organized into six separate subject categories, to assist the reader in finding specific items of interest. These categories are as follows:

- *General References.* Includes basic works, broad overview studies, general principles and practices of standardization.
- *Indexes, Catalogs, Databases.* Includes selections from among the major sources of standards information.
- *Product and Company Standardization.* Includes readings germane to specific products, for example, buildings, plastics, computers, and product safety. It also includes work on company standardization programs and management.
- *Federal Procurement and Defense Standardization.* Includes readings primarily for companies doing business with federal and military agencies and services.
- *Economic Aspects of Standardization.* Those aspects of standardization program benefits, cost-benefit analyses, case studies, and economics applied to standardization.
- *Regional and International Standardization.* Has readings relating companies and standardization with trade and commerce. Emphasized are selected readings on national, regional, and

Dr. Spivak is a Certified Standards Engineer, and a Fellow of both the Standards Engineering Society (SES) and the Textile Institute. He is on the Board of Directors of the American National Standards Institute (ANSI), vice chairman of ANSI's Consumer Interest Council, and chairs the ANSI–CPSC Coordinating Committee for the Consumer Product Safety Commission (CPSC). He is author of seventy scientific-technical publications, and active in ASTM and ISO standards work for textiles, consumer products, and fire safety. Professor Spivak holds B.S., M.S., and Ph.D. degrees in textile engineering and fiber science.

Keith A. Winsell

Dr. Keith A. Winsell is currently the library consultant for the Architecture and Barrier-Free Design division of the Paralyzed Veterans of America. He was the Librarian in the Office of Technical and Information Services of the U.S. Architectural and Transportation Barriers Compliance Board, Washington, D.C.

Dr. Winsell's academic experience includes an undergraduate degree from Stanford (Political Science), one year at Hastings College of Law in San Francisco, a Master's degree from San Francisco State (History), a Ph.D. from UCLA (American History), and a Master's degree in Library and Information Services from the University of Maryland–College Park. He has taught at colleges in Indiana, Ohio, Kansas, Georgia, and Minnesota, the most recent position being director of American Minority Studies at St. Olaf College.

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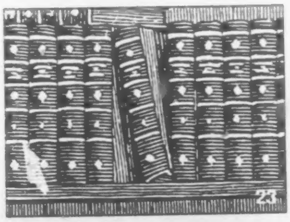

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On the cover: Spectacular views of red-hot lava and its effects on the Hawaiian landscape, as seen from a helicopter that gladly carries wheelchair passengers.

SPOTLIGHT

on Design Lines

Accessibility reference collection

by Keith A. Winsell, Ph.D., M.L.S.
Library Consultant
Architecture & Barrier-free Design

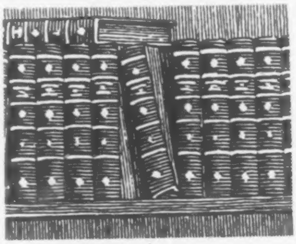
The proposed Americans With Disabilities Act has been called an "emancipation proclamation" for the disability community in America. It is the product of over 40 years of activism and advocacy. If passed by Congress, its ramifications will be similar to those of the civil rights movement in the 1950's.

Major advances will occur, and there will be unique problems of public adjustment. Recognizing that reliable information and accurate technical assistance are essential during this period of transition, PVA's Architecture & Barrier-free Design Program has reorganized and updated its unique reference collection. Utilizing the basic content of the acquired library of the National Center for a Barrier-free Environment (NCBFE), it now has a collection of several hundred documents encompassing the following subject areas:

- Resources
- Professional activities
- Disability rights activities
- Human groups and disabilities
- Regulations
- Facility types
- Facility elements
- Environmental systems
- Transportation
- Assistive devices and mobility aids

One hundred forty-three distinct descriptions further categorize the content of the collection, which not only reflects the technical issues generated by the Architectural Barriers Act of 1968 and national policy for a barrier-free environment in 1974, but also attempts to confront broader issues such as attitudinal barriers and the utilization of technology to promote productive and happy lives.

Since its creation in 1946, PVA has been in the avant-garde on matters of accessibility and a significant voice in establishing standards through the American National Standards Institute (ANSI) and in the 1973 formation of the US Architectural and Transportation Barriers Compliance Board (ATBCB). Recently, PVA architects Kim Beasley and Thomas Davies wrote and published *Design for Hospitality*, a professional reference book on hotels and motels.



Among the challenges the PVA library faces is an attempt to define the needs of an aging population. It is estimated that the number of individuals over age 80 will double in the next 20 years. Social attitudes, as depicted in architecture and design, must reflect demographic reality.

In his article titled "Adaptable housing" (Design Lines, September 1988), Beasley, PVA's director for architecture and barrier-free design, states, "The need for new approaches to the design of the home environment will become more apparent as our society ages and medical technology extends the human life span. The challenge to architects, designers, builders, and developers is to find creative solutions for adaptable housing that serve the varied needs of everyone, including the physically disabled."

To date, the efforts at bibliographic control of sources relating to disability issues in America appear erratic and incomplete. Some of the best early sources, such as the library of the Easter Seal Society in Chicago, have been scattered or destroyed. Several books, such as *From Good Will to Civil Rights: Transforming Federal Disability Policy*, by Richard K. Scotch (1984), and *Disabled Policy: America's Program for the Handicapped*, by Edward D. Berkowitz (1987), offer excellent introductions to the public-policy aspect of the field, but much scholarly exploration remains undone. While the sometimes-redundant monograph material is relatively identifiable, more elusive is the periodical information published since the mid-1940's.

Fortunately, part of the record was preserved by the National Center for a Barrier-free Environment during its brief history in the late 1970's and early 1980's. Among the documents are some transplanted from the National Easter Seal Society collection. The activities of NCBFE included an inquiry response/technical assistance service, a national referral service, public education, and publications, including a report newsletter. In 1982, it hosted an interdisciplinary international design conference at the United Nations building in New York City. An ambitious five-year plan faded when the independent, nonprofit organization disappeared.

The documentary remnants of that organization were purchased by PVA in 1983. Included among the sources are early bibliographies prepared by Peter L. Lassen, then architectural coordinator for PVA (1973), and *Selected Bibliography on Barrier-free Design*, by Edward Steinfeld (1979). The remaining information gap is clearly suggested by the 1980 *Resource Guide to Literature on Barrier-free Environments* (with selected annotations), commissioned by the ATBCB. Although the 292-page guide remains the most comprehensive listing available (including approximately 1,500 citations covering the period from 1960 to 1978) and uses a key-word index, the lack of an accompanying computer database system for updating the content has resulted in a publication with limited utility.

Included in the efforts to correct the deficiencies in the historical and bibliographical record and to make the PVA collection a functioning information center is the acquisition of source materials from publishers, national organizations, federal agencies, and independent living centers. Review copies received by the editorial offices of *Paraplegia News* are forwarded for classification. The review of computer periodical databases is

Spotlight on Design Lines

combined with sources available through the library of the American Institute of Architects and from the Architecture Library at the University of Maryland. Copies will be exchanged with other special collections, with the hope of promoting a national information network. The ATBCB is encouraged to update its collection and participate in this network.

An international perspective, once promoted by NCBFE, is in the process of reactivation. PVA believes that such a perspective is important in expanding the collection and fulfilling its goals. In addition to acquiring the various publications of Rehabilitation International of New York City, we have contacted libraries and organizations in Canada, England, New Zealand, and Scandinavia.

Plans include the preparation of specialized bibliographies using a computerized reference system. Among the projects currently nearing completion are lists of disability-related periodicals and publishers that have offered related materials in the past. A general bibliography on accessible housing is also anticipated.

Contributions of documents and bibliographical information will be appreciated. Questions regarding the collection may be directed to Kim Beasley, A.I.A., Director, Architecture & Barrier-free Design, Paralyzed Veterans of America, 801 Eighteenth Street, NW, Washington, DC 20006, (202) 416-7644. ◻

About the author

Keith A. Winsell has been a library consultant for special collections at PVA since April 1989. He has a Ph.D. in American history from the University of California at Los Angeles (UCLA) and a master's degree in library and information services from the University of Maryland.

Dr. Winsell's recent research includes a sourcebook for librarians, information specialists, architects, and standards professionals that will be published by G. K. Hall in Boston under the title, *Standards Information and Education*. It includes the first comprehensive annotated bibliography of monograph sources (1900-present) on standards development relating to North America. A portion of that bibliography has been published as a separate chapter in the volume, *Standards Management: A Handbook for Profits* (American National Standards Institute, New York City). His associate on both projects is Dr. Steven M. Spivak, an engineer on the faculty of the University of Maryland at College Park.

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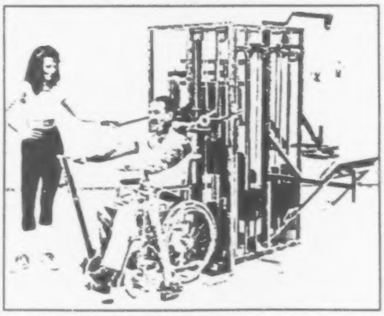

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TESTIMONY FOR THE RECORD

Regarding appropriations for the U.S. ATBCB

Subcommittee on Transportation and Related Agencies
U.S. House of Representatives Committee on Appropriations

submitted 4/28/89

Keith A. Winsell, Ph.D./M.L.S.
Greenbelt, Maryland

I. Introduction
II.Agency personnel problems
III.My experience at the ATBCB
IV. Budgetary considerations

I. Introduction

I served as librarian for the U.S. Architectural and Transportation Barriers Compliance Board from December 8, 1987 until January of 1989. I feel obligated to respond to what I consider peculiar circumstances in the agency offices and to misrepresentations by agency representatives in the 1988 annual report of the agency, the 9-page "testimony for the record" and the 67-page draft transcript of the March 16,1989 subcommittee appropriations hearing.

I believe I am qualified to make some observations about the current management of the agency. I have studied political science(B.A.-Stanford), law, American history(Ph.D.-UCLA) and Library and Information Services (M.L.S.-University of Maryland, 1988). I am 48 and have completed 12 years of full-time college teaching and several years of other types of research and academic work.

I accepted the position at the ATBCB because I was interested in the social importance of the work and because it offered an avenue into career employment with the federal government. I am dedicated to the general goals of the agency and am currently working as a temporary consultant for the Paralyzed Veterans of America, where I am reorganizing and updating the former Center for a Barrier Free Environment library collection. Earlier this month--because of my role in the writing of the Greenbelt history book and as a program organizer for the local museum--I was invited to represent the New Deal planned community, and the historical profession, as one of the key witnesses(Interior appropriations subcommittee) on the proposed Franklin D. Roosevelt Memorial in Washington, D.C. I made a special point of the concept and design being appropriate for recognition of and participation by a "new minority"--the able-disabled and the physically challenged.

At present I am also compiling a collection of readings and a major annotated bibliography on "standards education" and standardization of products and services in North America.

This background, plus daily experience in the agency offices(under three different Executive Directors) over a 13-month period, gives me a more realistic perspective than that provided by Mr. Tangye

---

from his office in Birmingham, Alabama.

Based on the previous record of the agency and the VA evaluation "that the Board lacked a sense of mission" I understand the skepticism of some of the subcommittee members about the current performance of the agency. It remains justified. Although part of the confusion is the result of limitations of legislative authority I maintain that the previous problems regarding management and "mission" have not been resolved and are not likely to be resolved under the current Executive Director.

II. Agency personnel problems

In a small agency, located in a single office location, charts and percentages relating to management and personnel can be deceptive rather than illuminating. The agency prepared testimony claims in "the year in retrospect" summary that among the achievements was an "improved management and administrative structure." Board chairman, William Tangye, added at the formal hearing, "We're going to continue to pursue and implement appropriate management changes."

Those optimistic claims do not correspond with my observations as an employee on a daily basis. In my judgement(from a total of about 20 employees) there are six who are totally dedicated to their work and actively involved in improving the role of the agency. Most of the others are in that common category of those who have landed there by professional accident and are biding their time until something more appealing comes along. (A more congenial work atmosphere and sense of "mission" would of course modify that situation.) Several employees, including the two senior members of the legal staff, left during the months I was there and another disillusioned employee left at the end of February of this year.

As a former member of the academic world I was also surprised by the relatively high salaries paid to some of the employees.

Among the dedicated workers is Judy Newton, director of the compliance unit. The relatively small number of total complaints, as discussed at the recent hearing, certainly does not reflect inactivity or inefficiency on her part, or her subordinates.

The most obvious lingering managerial deficiency is the continued lack of an internal personnel management and evaluation procedure. This was recommended by the VA report and would seem to be basic to the operation of any agency--particularly one with the shaky history of the ATBCB. Yet, despite prodding for many months by both the Personnel Office of the GSA and some members of the Board, the Executive Director and his staff have failed to formulate such a policy.

The result is that the agency continues to be operated like a "pirate ship" with little regard for the rights or professional future of subordinate employees. This situation is perpetuated in part because of the isolated location of the agency.

The internal problems of the ATBCB have become notorious in the disabled community throughout the nation.--See the attached article from Mainstream(April, 1988)--"Whatever Became of the ATBCB?"--You will note that Timothy Cook was collecting additional complaints about the agency. I did not attempt to contact him until this week and found that he had moved to Washington, D.C., where he continues to gather information about the agency. His office phone number is 467-5730.

As will be explained in the next section of my statement, Mr. Tangye intentionally blocked the distribution of this article to members of the Board at the January meeting in New Orleans. The only staff members present at the meeting were those who had the greatest vested interest in perpetuating the charade of "improved conditions" in the agency.

Three of those individuals, I believe, represent the real problem that continues to exist within the ATBCB. Those individuals are Larry Roffee, the current Executive Director; Barbara Gilley,office manager; and Beverly Sanchez, Director of Information Services.

I have been informed by members of the Board that the selection of Roffee, to become the new Executive Director in early November of last year, was a very controversial one. His presence has brought neither a clearly defined "mission" for the agency, nor even the feeling that the is well versed in the general policy issues related to the agency. His personal management style is secretive and militaristic. Despite my requests for a personal meeting with him he never showed the slightest interest in the role of the agency library in providing information services.

I noted that, after four and one-half months as Executive Director, he could not provide the subcommittee such basic information as how long it takes to respond to a complaint. Other direct questions were fielded by other panel members. Under the circumstances, I believe skepticism about his competence and leadership is warranted and ways should be found to see if he is capable of funtioning without others having to speak for him.

I am also convinced that much of the personnel turnover and continuing morale problems are a result of the role and personality of the office manager, Barbara Gilley. Employees, attempting to deal with fundamental personnel matters, are subject to both her disorganization and constant mood changes. (She once took an hour to tell me why she didn't have time to provide basic procedural information I had requested.) She is in a constant state of warfare with the secretary of the Executive Director and tries to maintain general control by degrading other employees.

The initial rationale for selecting Beverly Sanchez to direct "information services"(about two years ago) remains a mystery to me. What has been accomplished by the unit has been largely despite her presence, not because of it. During my 13 months in the offices I never saw her use research documents from the library or even respond to telephone requests for information. She reduced her working hours to 30 per week and spent much of her time socializing in the

offices of the legal staff. Only after a harsh performance evaluation by the Acting Exective Director was there a temporary (erratic) flurry of professional activity. Not only does she lack the proper intellectual interests and managerial skills for the position, but her maternal role outside the office is a clear priority. My sources inform me that she is again on "the mommy track;" which does not suggest an improvement in her potential office effectiveness.

III. My experiences at the ATBCB

After 13 months of service as librarian I was given a three hour notice that my position was being eliminated. During several days before that time I was denied procedural information requested within the agency and was discouraged from taking matters of concern directly to the GSA personnel offices.

Shortly thereafter I filed a 14-point "grievance" statement which included the following:

"The reasons given by Mr. Roffee(in his December 30, 1989 letter) for the decision to eliminate by position were false and intentionally deceptive.

a. '...we do not have a sufficient FTE allotment to continue the appointment.'

(Since that time Mr. Roffee has told the secretarial staff that he intends to fill the library position. There is ample evidence that the position is essential and was considered so before his arrival.)

b. 'the Board has determined that a major emphasis this year will be on public affairs initiatives.'

A January 17, 1989 discussion with a member of the Board resulted in the following information:

1. No "public affairs" program has been approved by the Board.
2. A quorum was not present at the New Orleans meeting.
3. Any "public affairs" program would not take effect until 1991.

It should also be noted with without an effective information center/library and updated databases and bibliographies a 'public affairs' campaign is deceptive and largely irrelevant."

The agency has not only failed to give a substantive response, or provide promised documentation, but even changed the "grievance officer;" selecting someone who was certain to do nothing about my case and conceal the details from the other staff members.

I won't review the whole range of irregularities here because I am exploring appropriate legal action.

In early January I sent a five-page letter regarding office working conditions, and the arbitrary elimination of my position, to Board members attending a meeting in New Orleans. Mr. Tangye intercepted those letters and refused to distribute them, apparently because he wanted to avoid undermining the already weak support for his recent choice for Executive Director, Larry Roffee. In March I sent a similar letter to all Board members at their individual addresses. Three of them have contacted me to thank me or request additional information.

Earlier telephone conversations with individual Board members revealed that there is a good deal of internal dissatisfaction and that some members object to the dictatorial methods of Chairman Tangye and Vice-chairman Harvey. I hope that the selection of a new chairman in May also represents a "democratization" of Board activities.

I don't think it was an accident that I was given the "bum's rush" at the end of my employment with the agency. I had made it clear, following my initial unsuccessful effort to obtain procedural in-mation, that I would be keeping a daily record of events and comments. The management staff could not risk that type of scrutiny and even made special efforts to prevent me from contacting Board members and pursuing my procedural rights.

When Mr. Roffee eliminated my position to try to save his image before the Board he did a great disservice to the agency. The 1988 annual report(page 13) claims that the library collection is being updated etc. It does not point out that it was about five years out of datewhen I inherited it and that there were no immediate budget funds for acquisition. The progress I was able to make with collection has now been abandoned. The agency continues to send out bibliographies that are several years old and there is no effort to even collect appropriate periodical and other database information.

As a historian I am also distressed by the lack of proper "records management" in the agency. Important materials regarding the history of the agency were destroyed at the time of the office relocation last November. I salvaged what I could but cannot be certain it will be preserved. Certainly not all relevant information that could be sent to the National Archives is being retained. Ironically, Barbara Gilley also has the "records management" function. Without proper training, or commitment to the purposes of preservation, her skill lies in the operation of a shredder, which was added to her office equipment during the past fiscal year.

I am suggesting that my experience in the agency does not show the proclaimed improved operations in the formal statements by the agency. It certainly does not reflect the new emphasis on "professional ethics" in government--"even an appearance of impropriety."

IV. Budgetary considerations

The agency has asked for a $110,000 increase, including $25,000

for "administrative/management initiatives." This request does not mention some very obvious signs of waste that occurred in the past.

1) Supplies and equipment were thrown away at the time of the office move last February. (Some was retrieved from the dumpsters by other government employees.)

2) Several thousand dollars was spent on a "nonfunctional" computer cataloging sytem for the library.

3) Approximately $25,000 worth of new computer and audio-visual equipment was lost in a burglary in the new offices late last year. (It has also been suggested that inadequate record keeping --serial numbers etc.--diminished the chances of recovery.) The building also had an inadequare security system.

I hope that the elimination of my (GS 11-step 1) job(about $29,000) helps make up for some of those mistakes.

I detect a number of inherent problems and contradictions in the proposed "public affairs" program. Some of them were included in a memo I prepared last November. Mr. Tangye's undocumented claim about the number of incoming phone calls on "accessibility" issues would seem to deny the need for further publicity. The fact is that proper records have not been kept until late last year and the content of the calls were not categorized before that time.

The office space is inadequate for proper development of the library and there is no additional space for new staff members who would be required for a full-scale "public information" program.

I don't believe the $21,000 travel budget increase is justified. Most of that travel would be by two individuals and would probably result in a deterioration of internal office output.

The sanctimonious pledge of the agency to "ensure a drug-free work environment and workforce free of the influence of drugs" is particularly amusing and hypocritical. Early last year the Board approved a "smoke-free" office. After a few days of practice the policy has been totally ignored. Among those who openly smoke in the offices are the Executive Director and Barbara Gilley. There is no apparent concern for the impact on other employees or acknowledgment of the symbolic importance of this behavior in the offices of this particular agency. I made my feelings on that matter clear and believe it was a factor in the elimination of my position.

I do hope a redefined focus for the agency is found and that appropriate legislative action will add to its effectiveness. But in the meantime the more obvious managerial problems should not be avoided.

I am grateful for this opportunity to give my perspective and hope it will be helpful in making judgements about the future of the agency. Please contact me if I can provide additional information.

Keith A. Winsell
8251 Canning Terrace
Greenbelt, Md. 20770
(301) 345-9105

Keith A. Winsell

April 5, 1990
8251 Canning Terrace
Greenbelt, MD 20770

Mr. Larry Roffee
Executive Director
U.S. ATBCB
1111 Eighteenth St.,NW
Suite 501
Washington, D.C. 20036-3894

Dear Mr. Roffee:

You will be pleased to know that I have decided to write a formal history of the U.S. Architectural and Transportation Barriers Compliance Board. Before interviewing past and present board and agency staff members I want to do some preliminary research in the "documentary" sources in the agency offices. I am particularly interested in reviewing the materials I saved in the four drawer file cabinet behind my desk during the thirteen month period that I served as librarian for the agency. The material includes letters and documents encompassing the total period of the agency's existence(VA evaluation of agency etc.).

I would also like a complete list of items that have been sent to the National Archives since the agency was established and a statement of the current "records management" policy of the agency. It is my understanding that you have assumed responsibility for that role in the agency and also serve as "freedom of information" officer. Other helpful documents will be the most recent annual report and the newsletters of the past two years.(I will review the others later.) A list of the names and current addresses of past Executive Directors is also requested. Actual library documents(books/reports etc.) should also be identified.(You mentioned at the March hearing that, although "the library is open to the public, it isn't used very much." I hope to help eliminate that neglect.)

This "history" will be part of a larger background study relating to the ADA legislation. (See my March, 1990 Paraplegia News article which includes information on other related "public policy" studies.) I expect to be joined on the project by an old friend who serves on the faculty at Gallaudet University.

I wish to make my first research visit(probably about three hours) to the agency offices during the period of April 17-20. I will let you specify the time. Therefore, I am requesting a written response that will reach me by Monday, April 16. (I may bring an assistant to speed up the process. As you may recall, I prefer to work in a smoke-free environment and assume that the agency has not yet implemented its February 1988 "nonsmoking" policy.)

I'm sure you need not be reminded of your obligations under "freedom of information" and that these records are not the private property of staff members, but a legitimate part of the public record.

Sincerely,
Keith A. Winsell
Keith A. Winsell,Ph.D./M.L.S.

cc: Congressman Steny Hoyer
Senator Paul Sarbanes
Congressman William Lehman

United States
Architectural and Transportation Barriers Compliance Board

1111 Eighteenth Street, N.W. • Suite 501 • Washington, DC 20036-3894 • 202-653-7834 • FAX 202-653-7863

April 13, 1990

Mr. Keith Winsell
8251 Canning Terrace
Greenbelt, Maryland 20770

Dear Mr. Winsell:

I am writing in referenced to your letter of April 5, 1990 requesting several ATBCB documents and use of our library for research on your project, ~~to write~~ a history of the Architectural and Transportation Barriers Compliance Board. Your request for ATBCB documents is being handled through our Freedom of Information Act process and you should receive a response shortly.

I am responding to your specific request to use the library some time between April 17 and April 20. As you are aware the library also functions as the Board's conference room and has already been scheduled for much of the time period you have requested. It is however, available on April 20, 1990. I request that you contact Ms. Marsha Mazz to arrange the specific time to make use of the library.

Sincerely,

Lawrence W. Roffee Jr.
Executive Director

cc: Marsha Mazz

Mr. **Lehman**. Thank you. It is very thought provoking.

Dr. **Winsell**. Thank you.

Wednesday, April 25, 1990.

FEDERAL HIGHWAY ADMINISTRATION

WITNESS

KENNETH TODD, WASHINGTON, DC

Mr. **Lehman**. We have about five minutes for Mr. Todd.

Mr. **Todd**. Mr. Chairman, I am a retired engineer and a writer on highway traffic. I am probably the only person who comes here and says less money should be spent, not more. At past hearings, the Federal Highway Administration testified before this committee that traffic management strategies could reduce highway congestion by 5-10 percent at best, and that the construction of additional lanes was the most cost effective method of increasing highway capacity.

The purpose of my testimony is to correct this information. Traffic conditions are rarely due to inadequate roadways. It is far more often due to a lack of intersection capacity. The condition does not occur because the roads are too narrow, but because the intersections cannot handle the traffic these narrow roads are carrying already. Freeway congestion is likewise partly due to the inability of diamond interchanges to absorb the traffic that is discharged from the freeway into the joining ulterior streets.

Designs have been developed abroad that increase intersection and interchange capacities substantially without a need to widen roads and the entire line. An intersection can be converted at relatively little cost to handle 20 or 50 percent more traffic. Given enough space, it will handle 100 percent more. Wherever these designs were implemented, stops, delays and accidents were reduced dramatically. Fatal accidents fell by more than 50 percent.

No such designs exist in the United States, although an international research organization of which the Federal Highway Administration is a member recommended already in 1974 that countries worldwide manned trials to study if they could achieve these benefits. Led by the Federal Highway Administration, the U.S. traffic engineering and highway profession has not only been indifferent, but openly hostile to the adoption of this new technique.

Thank you.

Mr. **Lehman**. One thing the bureaucracy does not like too much is change.

Mr. **Todd**. I am very sorry. I do not hear very well.

Mr. **Lehman**. I said one thing the bureaucracy does not like too often is change.

Mr. **Todd**. That has been my experience.

Mr. **Lehman**. Thank you very much.

Mr. **Todd**. Thank you.

Mr. **Lehman**. And that does it for the day.

[The prepared statement of Kenneth Todd follows:]

KENNETH TODD

1654 Columbia Road, N.W.
Suite 707
Washington, D.C. 20009

(202) 462-6660

Statement before the Subcommittee on the Department of Transportation and Related Agencies Appropriations, April 25, 1990

At past hearings, the Federal Highway Administration testified before this committee that traffic management strategies could reduce highway congestion by five to ten percent, at best, and that the construction of additional lanes was the most cost-effective method of increasing highway capacity. The purpose of my testimony is to correct these statements.

Traffic congestion is rarely due to inadequate road width. It is far more often due to a lack of intersection capacity. Congestion does not occur because the roads are too narrow but because the intersections cannot handle the traffic these narrow roads are carrying already. Freeway congestion is also partly due to the inability of diamond interchanges to absorb the traffic that is discharged from the freeway into the adjoining arterial streets.

Designs have been developed abroad that increase intersection and interchange capacity substantially without a need to widen roads in their entire length. An intersection can be converted at relatively little cost to handle 20 or 50 percent more traffic. Given enough space, it will handle 100 percent more. Wherever these designs were implemented, stops, delays and accidents were reduced dramatically; fatal accidents fell by more than 50 percent.

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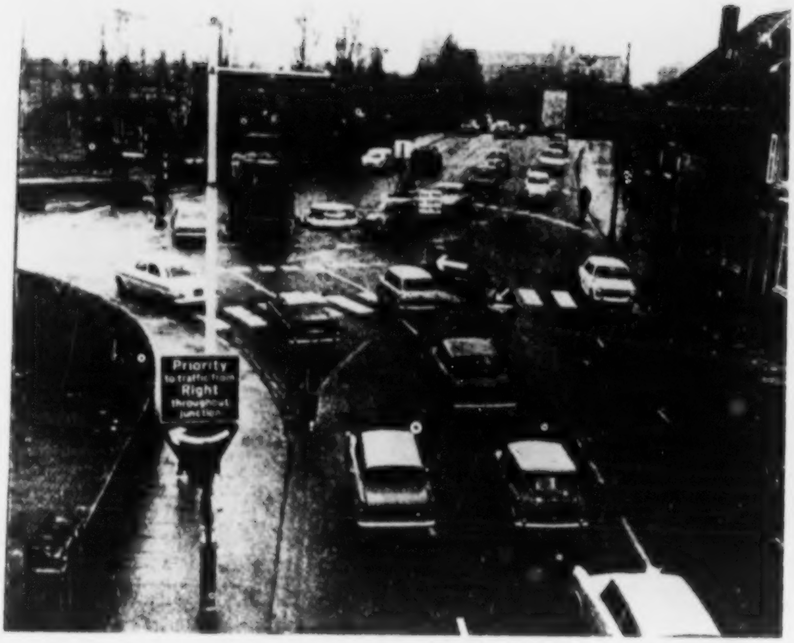
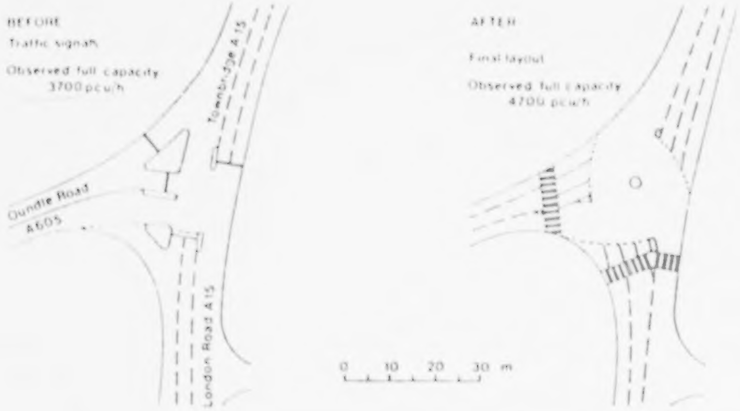

Priority
to traffic from
Right
throughout
junction

(England: Traffic drives on the left) Photo: TRRL


BEFORE
Traffic signals
Observed full capacity
3700 pcu/h
Tonbridge A15
Oundle Road
A605
London Road A15
AFTER
Final layout
Observed full capacity
4700 pcu/h
0 10 20 30 m

Full capacity = Total outflow while there are queues in all approaches

Fig. 1. Capacity raised by 27 percent

Source: Blackmore, F.C. The capacity of single-level intersections. Road Research Laboratory Report 356, Crowthorne, U.K., 1970.

THURSDAY, APRIL 26, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, GREATER CLEVELAND RAPID TRANSIT AUTHORITY (GCRTA)

WITNESSES

HON. LOUIS STOKES, U.S. REPRESENTATIVE FROM THE STATE OF OHIO

MAYOR EARL MARTIN, OF ROCKY RIVER, OHIO AND PRESIDENT, RAPID TRANSIT AUTHORITY BOARD OF TRUSTEES

HUNTER MORRISON, DIRECTOR OF PLANNING, CITY OF CLEVELAND

RICHARD TULLIS, PRESIDENT, UNIVERSITY CIRCLE, INC.

Mr. LEHMAN. The Subcommittee will come to order. We will permit television and broadcasting coverage and photographing of today's hearing. We have a large number of witnesses and we will ask each of you to try to limit your remarks to five minutes.

Our first witness today is Lou Stokes and all the good folks from northern Ohio.

Mr. STOKES. Thank you very much, Mr. Chairman.

Mr. Chairman, I am pleased to appear before the Subcommittee today. I am appearing here this morning in support of fiscal year 1991 funding for Cleveland's Dual Hub Project.

As the committee heard last year, the Dual Hub Project will provide improvements to the city's rail system. As designed, this project will improve public transportation in the heavily travelled corridor between downtown Cleveland and the University Circle area on Cleveland's east side, the area where one in every five jobs in greater Cleveland is located, along with most of the major medical, educational and cultural institutions.

The Dual Hub Project will provide better transportation service for an area with growing travel demands. Additionally, the Dual Hub Project will aid in the reduction of traffic congestion and air pollution in an area where city and private investors have invested sizeable amounts of money to spur redevelopment. Last year, thanks to this subcommittee, Congress appropriated $2 million to begin preliminary engineering of the Dual Hub Project. The Greater Cleveland Regional Transit Authority is seeking an additional $6 million for fiscal year 1991 to complete this stage of the project.

Mr. Chairman, it gives me great pleasure this morning to introduce to the subcommittee three distinguished representatives of the people of the City of Cleveland and the Greater Cleveland Regional Transit Authority. They will inform the subcommittee of the current status of the project and give more information about the fiscal year 1991 funding request.

I would like to introduce to you, Mr. Chairman and the Committee, Mr. Earl Martin, President of the RTA Board of Trustees and the Mayor of the City of Rocky River; Mr. Hunter Morrison, who has been Director of Planning for the City of Cleveland for the past ten years—he is the principal architect of the City's Civic Vision Plan—and finally, I'd like to introduce an old friend, one of Cleveland's leading civic leaders, Mr. Richard Tullis, who is the President of University Circle, Inc. Mr. Tullis and University Circle have been major private sector supporters of the Dual Hub Project. Their involvement is key to the financial and economic success of this effort, and I appreciate the opportunity to introduce them to you, Mr. Chairman.

Mr. LEHMAN. Thank you very much, Congressman Stokes. The folks from Cleveland are very fortunate to have the leadership you provide in your area up-here. I don't know of anyone more respected in this whole body than your member, Mr. Stokes.

Mr. STOKES. Thank you, Mr. Chairman.

Mr. LEHMAN. So, who do you want to talk next? It's your time.

Mr. MARTIN. I believe I'm first off. I'm Earl Martin, I'm the President of the Board of RTA and Congressman Stokes has just taken my speech. I can tell you that the Board and the people involved in this project feel that the Dual Hub Project would be the backbone of our effort to revitalize our transit system. This project would connect the two largest labor areas of our community, University Circle and downtown Cleveland. When we finally get into the implementation of this project, we're looking at a 50 percent contribution from other than the Federal Government. I think that's important.

Mr. LEHMAN. The name of the game is overmatch.

Mr. MARTIN. That's where we're at. Honestly, you did take my opening remarks.

Mr. STOKES. I apologize, Mr. Mayor.

Mr. MARTIN. No, you said it much better than I could. I would just like to introduce the next speaker, and that's Richard Tullis of University Circle, Inc.

[The prepared statement of Mr. Martin follows:]

Testimony of

Earl Martin
President, Board of Trustees
Greater Cleveland Regional Transit Authority
Cleveland, Ohio

on the

Cleveland Dual Hub Corridor
Alternatives Analysis Project

before the

Subcommittee on Transportation
Committee on Appropriations
U.S. House of Representatives

Washington, D.C.

April 26, 1990

Thank you Congresswoman Oakar and Congressman Stokes and good morning ladies and gentlemen.

I am Earl Martin, President of the Board of Trustees of the Greater Cleveland Regional Transit Authority, and Mayor of the City of Rocky River. Mr. Richard Tullis, Chairman of University Circle Inc. and Mr. Hunter Morrison, Director of Planning for the City of Cleveland are appearing before you this morning to request that the Cleveland Dual Hub Project be continued on the list of New Start Projects to be funded under Section 3 of the Urban Mass Transportation Act, as amended and that an additional $6 million in funds be appropriated in Federal fiscal year 1991 for Preliminary Engineering of a locally preferred alternative for the Project. Under this Project, we are looking at the relocation of our existing rail transit lines in Cleveland to the Dual Hub corridor to improve the effectiveness of our public transportation system in meeting the mobility and environmental needs of our community.

The Dual Hub Corridor Project is of critical importance to the Greater Cleveland Regional Transit Authority. The Dual Hub Corridor Project could become the backbone of a future transit system whereby buses and other rail transit or commuter rail improvements would feed the core of the system serving the two major employment hubs of Greater Cleveland.

Although both bus and rail service is available in the Corridor between Downtown Cleveland and University Circle, 95 percent of the 130,000 people using public transportation routes in the Dual Hub Corridor ride buses. Our existing heavy and light rail lines are located in a railroad right-of-way far south of major points of interest along Euclid Avenue and provide only limited access to Downtown Cleveland because our only downtown station, Tower City, is at the southwestern edge of the central business district. The two stations in the University Circle area are also distant from major employers and other major activity centers along Euclid Avenue. For example, Cleveland State University with 20,000 students and the Cleveland Clinic with 6,000 employees are only accessible via the bus system.

To address the inadequacies of our existing rail services, the Regional Transit Authority uses buses extensively to distribute people through Downtown Cleveland and to meet the heavy travel demand throughout the Dual Hub Corridor, even though they are less efficient in carrying high volumes of riders and add to traffic congestion in the Corridor. On an average day over 54,000 people use Euclid Avenue and Carnegie Avenue bus routes which pass through University Circle on the way to Downtown Cleveland from the eastern suburbs. At the same time only 6,000 use the heavy rail service on the east side each day while 16,700 people use our light rail lines.

Relocating our existing rail lines into the heart of the Corridor would allow us to more efficiently serve the heavily-traveled area between Downtown Cleveland and University Circle and to significantly increase our ridership by providing fast, convenient access to where people want to go. It would also allow a significant portion of the buses now operating in the Dual Hub Corridor to be reallocated to other areas of the Greater Cleveland region thereby improving service throughout Cuyahoga County and reducing traffic congestion and air and noise pollution in the Corridor.

Our existing rail lines were built with local money. We have received Federal financial assistance to modernize portions of our rail network which are not involved directly in the Dual Hub Corridor Project. We are seeking your continued support for for Federal assistance to realign our rail system to make it a more efficient and attractive alternative to the automobile in our growing metropolitan area. In recognition of your efforts to deal with the Federal budget deficit, our planning assumes that we would ultimately seek only a 50% Federal contribution to financing the construction of a major transit investment in the Dual Hub Corridor.

At the present, we are asking that you retain the Cleveland Dual Hub Project on the Federal New Start List and appropriate an additional $6 million in FY 1991 for UMTA to fund preliminary engineering of a preferred alternative. We expect to select that preferred alternative by this Summer and to be in a position to start preliminary engineering early in FY 1991 if you approve our request.

Richard Tullis will now tell you about the importance of the Dual Hub Project to Cleveland's businesses and institutions.

Mr. TULLIS. Thank you, Mayor Martin. Mr. Chairman, Congressmen, gentlemen, I'm representing the private sector here. I've had my office in downtown Cleveland for the last 30 years, the first 20 of that as head of a Cleveland corporation, the last 10 of it as a volunteer trying to help in the rebuilding of our inner city.

In riding the buses between downtown and University Circle, which I've done now for the last 10 years since I've been on this project, I can tell you that we need desperately to have improved transportation through this major corridor. It is the major employment corridor of the whole region. It is now served only by buses that stop every couple of blocks. We need rapid transit through there as a core of an eventually expanded rail system throughout the region.

We've gone through a lengthy process to develop a community consensus on this project. You are familiar with the alternatives analysis process. We've been through that for the last two years. It was heavily supported by the private sector financially and through participation. The private sector is very much in favor of this. They feel there's a great need for it, and we do have a consensus on it, not only from the business sector but also from the neighborhoods surrounding it. Much of the ridership of which would come from those neighborhoods. So we feel it's a vital thing for the City of Cleveland and one that can help bring the city back in the direction it's going.

Thank you very much for your consideration.

[The prepared statement of Mr. Tullis follows:]

Testimony of

Richard Tullis
University Circle Incorporated
Cleveland, Ohio

on the

Cleveland Dual Hub Corridor
Alternatives Analysis Project

before the

Subcommittee on Transportation
Committee on Appropriations
U.S. House of Representatives

Washington, D.C.

April 26, 1990

Thank you Mr. Martin and good morning ladies and gentlemen.

Five years ago, our former mayor, George Voinovich, asked me to serve as chairman of the Dual Hub Corridor project and to take the lead in promoting the relocation of the Red Line rail service from Downtown to University Circle to Cleveland's business community and to the institutions and neighborhood groups along the Dual Hub Corridor. Our current mayor, Michael White, has asked me to continue doing this because he recognizes the critical role the private sector must play if new rail service is to be a reality.

My office is on Public Square in the heart of Downtown and I am actively involved in the development of the institutions of University Circle. Since becoming involved with the Dual Hub project, I have been one of the 55,000 people who ride buses each day between them. It is a slow, tedious ride. This isn't a bus route from the suburbs to Downtown where you get on at one end and ride to work at the other end. This is a bus route through the core of business and insitutional development. People get on and off, and the buses weave in and out of traffic, along the entire corridor so that people can shop Downtown, go to school at Cleveland State University or Case Western Reserve, visit the government offices or work in the businesses in Midtown, go to the Cleveland Clinic, or visit the other institutions and museums at University Circle.

Because so many people use the Dual Hub Corridor each day, any mention of changes to it stirs a great deal of interest and concern among Clevelanders. To make sure that local questions were answered from the beginning of the planning process, over $200,000 was provided by Cleveland's foundations, businesses and institutions. This was in addition to grants from UMTA and Regional Transit Authority and staff support from the City to perform the technical work normally associated with an alternatives analysis. We met with individual citizens and neighborhood groups to understand their visions for their communities. We listened to stakeholder groups representing the businesses and institutions along the proposed alignments to make sure we were addressing their needs. We looked at opportunities for joint development to build on strength of the existing concentration of businesses and institutions along the corridor. And we looked at the potential for neighborhood development to revitalize the inner city neighborhoods that are currently home to over 80,000 Clevelanders. All of these development concerns were incorporated into the long range plans for Cleveland known as Civic Vision 2000.

Even though Cleveland's Blue and Green Lines are the best designed light rail lines in the country, people were particularly concerned with what a rail line would look like in the Dual Hub Corridor and how it would affect traffic in the area. Stakeholder groups raised extra funds to prepare conceptual design drawings so that we could give people an idea of what rail service would look like operating in City streets before we got into final design. In University Circle, these concepts were refined further and are now being adopted as a key component of the master plan to guide its future development. Rail service is essential to the Circle, where adequate parking is not available today to meet the demand from the institutions nor are there enough streets to carry the traffic which would become even more congested if we tried to solve the region's public transportation problems with buses.

We have come a long way to reach consensus on a where a new rail line should be in Cleveland. This has been done through the partnership of the business community, the stakeholder groups along the corridor, the City and the Regional Transit Authority. It is a unique partnership that has allowed us to create a shared vision. As we move toward building a rail line in the Dual Hub Corridor, this partnership will become more important. The Dual Hub rail line will be the largest public project ever undertaken in Cleveland. While the majority of the funding will be from government resources, a significant portion is expected from the private sector, particularly the stakeholders along the corridor who will benefit directly from it. With the partnership now in place, everyone will have a direct say in what will be built and who will pay for it.

Hunter Morrison will now tell you about the importance of the Dual Hub project to the City of Cleveland.

Mr. **Lehman**. Do you have any other testimony?

Mr. **Tullis**. Mr. Morrison.

Mr. **Morrison**. Mr. Chairman, I'm Hunter Morrison, the Planning Director of Cleveland. I'm here on behalf of Mayor Mike White, who regrets that he could not be here. But he wished to testify on his personal support and the city's continuing support of this project.

I think what you see here represented at the table is testament to the unique cooperative venture that the Dual Hub Program has been a venture between RTA, the private sector and the City of Cleveland to study and then to implement this major important transit project.

The city has supported the planning and development of the dual hub corridor project for four basic reasons. As Congressman Stokes pointed out, the access to jobs is critical to the future of Cleveland. There are approximately 160,000 jobs now in downtown and University Circle. These are the two districts in the City of Cleveland and in fact in the Cleveland Metropolitan Area that experienced significant job growth throughout the 1980s and is expected to continue to see job growth in the nineties. We expect to see about 40,000 new jobs coming into those districts by the year 2000.

The second reason is improved service to the surrounding neighborhoods. Both Congressman Stokes and Mr. Tullis mentioned the importance of the neighborhoods. There are approximately 83,000 people who live in those communities, serviced presently by bus. The Dual Hub corridor program would improve the basic service to those neighborhoods and allow additional bus service for neighborhood circulators.

The third reason is improved air quality. The entirety of Cuyahoga County is subject to air quality monitoring, vehicle air quality monitoring, due to hot spots that currently exist in the downtown and University Circle area. If we continue to rely solely on bus and car to get to and from work, the problem will not get better and possibly will get worse. And the Dual Hub corridor offers an opportunity to improve that significantly.

And the fourth reason is spurring joint development. The role of the private sector in the study of the dual hub corridor project and cooperation with the city and the RTA, we believe, offers great promise for joint development planned into the project from the beginning to concentrate additional growth in the corridor and help to pay for it on the local level.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Morrison follows:]

TESTIMONY OF

HUNTER MORRISON, DIRECTOR
CLEVELAND CITY PLANNING COMMISSION
CLEVELAND, OHIO

on the

CLEVELAND DUAL HUB CORRIDOR ALTERNATIVES ANALYSIS PROJECT

before the

SUBCOMMITTEE ON TRANSPORTATION
COMMITTEE ON APPROPRIATIONS
U.S. HOUSE OF REPRESENTATIVES

WASHINGTON, D.C.

April 26, 1990

Thank you Mr. Tullis and good morning ladies and gentlemen. I am Hunter Morrison, Planning Director of the City of Cleveland, and I am testifying on behalf of Cleveland Mayor Michael White who extends his apologies for not being here today to personally offer his support for the Dual Hub project. He had to be in Cleveland to support passage of the May 8th ballot issue to construct a new stadium and arena complex Downtown.

Today, the Cleveland is undergoing a renaissance. Back-to-back recessions in the early 1980s decimated Cleveland's manufacturing sector, but the local economy has been restructured and today is growing. Employment is at an all time high. Although residents continue to leave the inner city, it is occurring at a trickle today compared to the floods of outmigration in the 1970s and 1980s.

Much of Cleveland's renaissance is occurring in the Dual Hub Corridor. The corridor has always been Greater Cleveland's most important employment center. Today, the corridor's businesses and institutions provide 160,000 jobs; 110,000 of them concentrated in Downtown Cleveland and 35,000 found in the educational, medical and cultural institutions of University Circle. Before the year 2000 another 40,000 permanent jobs are expected to be created in the corridor to fill more than 1.3 billion dollars of new construction now underway. More than 5 million square feet of office space is rising, Tower City Center, with its newly renovated rail station, has opened and is providing world class shopping in the heart of Downtown, the campuses of both Cleveland State University and Case Western Reserve are expanding their academic facilities, and the Cleveland Clinic and University Hospitals are continuing to develop state of the art medical facilities.

The Dual Hub Corridor also passes through some of Cleveland's oldest and poorest neighborhoods. Many of the 83,000 residents of these neighborhoods are living below the poverty level and depend on public transportation to get to work, to school, to shop. Currently these residents face infrequent service and time consuming transfers in using RTA's bus and rail system, forcing many to use their limited resources to purchase cars. The Dual Hub project will improve the core of the public transportation system in Cleveland, allow buses to be rerouted to better serve the neighborhoods, and provide inner city residents with greater access to the entire region.

Although these neighborhoods are poor, new development is occurring in them. When combined with the economic development proposed for Downtown and University Circle, the Dual Hub Corridor becomes the key to the continuing revitalization of Cleveland. However, continued growth can occur only if increasing traffic congestion can be addressed through improved public transportation. Today, most people reach their jobs in the Dual Hub Corridor using buses and automobiles, the exhausts from which have created the worst of Cleveland's air quality hot spots. As a result of these hot spots in the corridor, Cuyahoga County in its entirety has been identified by EPA as being in nonconformance with federal clean air standards and vehicle owners are required to undergo annual emissions inspections. Given the number of people who enter the Dual Hub Corridor each day, rail service would provide the most effective means of reducing traffic congestion and improving air quality in Cleveland.

We appreciate your past support of the Dual Hub project and urge you to appropriate an additional $6 million in FY 1991 for preliminary engineering so that the project may go forward.

Mr. **Lehman**. Thank you very much. We provided $3 million last year; you're asking for $6 million this year?

Mr. **Stokes**. $2 million last year, Mr. Chairman.

Mr. **Lehman**. $2 million last year. You haven't obligated any money yet. Are you having problems with UMTA on this?

Mr. **Martin**. In the environmental study——

Mr. **Lehman**. EIS?

Mr. **Martin**. We are waiting for their approval on that.

Mr. **Lehman**. All right. And so you're just moving step by step. How much is the whole project, do you know?

Mr. **Martin**. It depends on the alternative that's chosen, but it could be anywhere from 350 to 750, I believe.

Mr. **Lehman**. Is that millions?

Mr. **Martin**. These are millions of dollars.

Mr. **Lehman**. That's a pretty good size project. This is light rail?

Mr. **Martin**. Light and heavy.

Mr. **Lehman**. Light and heavy rail? And how long from hub to hub?

Mr. **Martin**. It's about a six-mile corridor, I believe.

Mr. **Lehman**. That's pretty expensive per mile. Is it underground, any of it?

Mr. **Morrison**. There's a significant segment underground. There is a significant segment underground in the downtown area.

Mr. **Martin**. Of course, there are several alternatives and one hasn't been chosen yet.

Mr. **Lehman**. So you're playing around with the numbers so far.

Mr. **Martin**. Right. We may be above ground entirely, which would make it cheaper.

Mr. **Lehman**. Just be sure you put enough parking places at each end. That's been a problem everywhere.

Mr. **Martin**. That's our problem now. As the City of Cleveland is redeveloping and growing, we've got no parking downtown and the buses are jamming the streets.

Mr. **Lehman**. If you're going to make it work, you have to have places for people to park and ride. That's what's been the fault with everything from Miami to Washington Metro. But you're moving along and we want to help you. You have a dedicated source, apparently, of funds to match the federal money? How are you raising your part of it?

Mr. **Martin**. RTA, state and local, private sector and the City of Cleveland.

Mr. **Lehman**. You're going to raise—if it costs $600 million, you're going to raise $300 million locally?

Mr. **Martin**. That's our goal.

Mr. **Lehman**. That's not bad.

Mr. Coughlin.

Mr. **Coughlin**. Thank you, Mr. Chairman. You couldn't have a better advocate for you than our colleague, Lou Stokes, who is with you. I know he'll keep this committee apprised of the progress as we go along. Are you contemplating a benefit assessment district or anything like that to finance this or what funding mechanisms are you looking at?

Mr. **Morrison**. Yes, that's one of the local means to raise funds, yes.

Mr. **Coughlin**. Does that have to go to a referendum of any sort?

Mr. **Morrison**. I don't believe so. I believe it can be installed by the action of the city and the concurrence of the property owners. One of the reasons for engaging the property owners at this stage in the planning, the very early stages, is to get their concurrence from the beginning.

Mr. **Coughlin**. Thank you, Mr. Chairman. Thanks for being here.

Mr. **Stokes**. Thank you, Mr. Coughlin. Mr. Chairman, thank you very much.

Mr. **Lehman**. Thank you very much.

Mr. **Stokes**. You've been very generous with your time and we are very appreciative of it.

Mr. **Lehman**. We haven't given you any money yet this year.

Mr. **Stokes**. Thank you in advance.

Mr. **Lehman**. We now have Peter Kostmayer.

THURSDAY, APRIL 26, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, FEDERAL HIGHWAY ADMINISTRATION

WITNESS

HON. PETER H. KOSTMAYER, U.S. REPRESENTATIVE FROM THE STATE OF PENNSYLVANIA

Mr. **Kostmayer**. Good morning, Mr. Chairman, Congressman Coughlin. I'll be very brief, Mr. Chairman. I appreciate having the opportunity to testify and I won't take very much of the time of the Subcommittee this morning.

I have two requests. The first is for $1.6 million for the engineering and environmental studies for U.S. Route 202, about nine miles of it going from Doylestown, Pennsylvania to Montgomeryville, Pennsylvania, which is in Congressman Coughlin's district. We had gotten this last year, I hope that we can get it this year and we have made the case for it. We'd be happy to answer any questions.

The second request, Mr. Chairman, is a new one. It's for substantially less. It's for $200,000 for a study to be conducted by the Southeastern Pennsylvania Transportation Authority, which is our local rapid transit authority, to conduct a study of a rail line which would run in the Philadelphia suburbs from Morrisville, Pennsylvania west to Downingtown, Pennsylvania, which I think is in Congressman Schull's district. I don't know how far it is; it must be—Larry, you would know—35 or 40 miles or some such thing.

We have talked to SEPTA about this, I'm going to meet with Lou Gambachini in a couple of weeks. He's very enthusiastic and they're very enthusiastic about looking at this. We have the same problems that you have in Miami and that every big city has, Mr. Chairman, and that is that decreasingly our commuter traffic is going from the suburbs into the city, and increasingly the commutation is going from one suburban point to another as there are more and more jobs in the suburbs. So we are looking to create mass transit, looking to get this study going to rely less on highways, less on automobiles, more on mass transit in the Philadelphia suburbs where our roads, as Congressman Coughlin knows better than I, having served so much longer than I, are terribly congested. This is an important need, and it's something that SEPTA supports.

I appreciate your time, Mr. Chairman.

[The prepared statement of Mr. Kostmayer follows:]

Statement of
THE HONORABLE PETER H. KOSTMAYER

before the
COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON TRANSPORTATION

April 26, 1990

Mr. Chairman, I appreciate the opportunity to testify before you and the other members of the Subcommittee this morning on the Fiscal 1991 Department of Transportation and Related Agencies Appropriations bill.

I have asked to appear before the subcommittee, Mr. Chairman, in order to detail for you a problem that increasingly threatens transportation in my congressional district, the neighboring district to the west, represented by the distinguished Ranking Minority Member, Mr. Coughlin and many other areas around the country.

I also want to offer two specific solutions to the problem in our districts. Both solutions I think could serve as models for other areas around the country with similar problems.

My district, which consists of Bucks County and the eastern portions of Montgomery County, Pennsylvania, is among the fastest growing in the nation. Both Bucks and Montgomery counties are accessible to the New York as well as Philadelphia business centers and are becoming increasingly popular among workers from both metropolitan areas.

The tidal wave of development we have experienced in recent years now endangers the very qualities that have brought so many people and businesses to our area. The issues of overdevelopment, loss of open space, environmental protection, traffic and mass transit now top the list of concerns of my constituents. The infrastructure of the region, in particular our transportation system, has in many cases become overwhelmed.

While portions of the Philadelphia region may be one of the worst victims of runaway overdevelopment, it is not by no means the only region faced with this problem. Suburban areas across the country, from the Northern Virginia suburbs around Washington to Orange County, California, are experiencing an epidemic of traffic congestion. Automobiles have become the dominant, indeed the exclusive, mode of transportation in many areas immediately surrounding cities. In the Philadelphia region, traffic congestion is constraining the very mobility that companies sought by moving into the suburbs.

Unlike historical travel patterns, whereby virtually all travel was radial to and from the center of a major city such as Philadelphia, today's patterns are more dispersed and suburban.

Two major demographic factors need to be recognized to understand this phenomenon. The population of the region has changed. The City of Philadelphia, long the population center of the region, now represents only 40 percent of residents in the five county southeastern Pennsylvania region. Fully 60 percent of the population now resides in the four suburban counties. Similarly, sixty percent of all work travel in the area is now intra-suburban. Second, while the City of Philadelphia continues to enjoy small incremental growth on a very large employment base, the suburban territory has blossomed into major employment communities totally independent of the City of Philadelphia.

As Rep. Coughlin knows, Montgomery County actually imports more labor on a given weekday than there are Montgomery County residents who work in their own county. Montgomery County now has the highest employment in the region outside of Philadelphia, and it is projected to have some 544,800 jobs by 2010, compared to 878,000 in Philadelphia the same year! These new suburban employment centers have helped create major road congestion that worsens each day.

Mr. Chairman, nowhere has this problem reached greater dimensions than it has in the U.S. 202 "beltway" corridor around the Philadelphia area, a portion of which runs from Doylestown, PA in my district to Montgomeryville, PA which lies in Mr. Coughlin's district. The traffic volume on the existing roads between the two communities has swelled to dangerous levels. Long delays in the area are commonplace. Many of my constituents have complained that what used to be a ten-minute trip to the grocery store now takes a half-hour or more. The current Route 202 is a two-lane road, and the lack of shoulders and turning lanes creates an extremely hazardous situation. In addition, congestion in the area clearly adds to air pollution in the surrounding communities. What's more, response time for emergency vehicles has been slowed dangerously.

In the early 1970s, the Pennsylvania Department of Transportation recognized the need for a route to take commuters around the local traffic which burdens the existing U.S. 202. In 1972, PennDOT commissioned engineering drawings for a new U.S. 202 freeway that would carry motorists quickly and safely from central Bucks County to eastern Montgomery County. The need for a freeway was confirmed in a second study conducted by the Delaware Valley Regional Planning Commission in 1984. Unfortunately, the cost of the proposed project, about $160 million, prevented any action on the original plan.

In 1987, with the need for a new roadway growing, PennDOT, along with Bucks and Montgomery counties, commissioned the Delaware

Valley Regional Planning Commission to prepare a second look at ways to manage traffic in the U.S. 202 corridor.

This study has been released in draft form (I have included a copy for your review) and reiterates many of the agency's earlier findings regarding the need for an improved road system. The study concludes that:

-- "without an increase in capacity in the corridor, traffic will continue to increase to highly congested levels on parallel area highways, including Route 202, Upper State and Lower State Roads."

-- "Traffic is sufficient to justify a new road on the new right-of-way. Simulations of future conditions suggest that up to 40,000 vehicles a day will use the new road."

-- Although it may be possible to build the additional needed capacity into the existing roads, the physical improvements such as widening and the high traffic levels on these roads would change their character to the loss of the community. Furthermore, speeds on these roads would be less than on a new road AND THE SAFETY WOULD ALSO BE INFERIOR." (emphasis added)

Because of the cost associated with a freeway, the new study also recommends the construction of "controlled access arterial roadway," a move that the DVRPC estimates would cut the eventual cost of the project from $160 million to approximately $70 million.

Mr. Chairman, along with traffic relief and safety, a well-constructed arterial roadway could provide increased recreational opportunities and protection for certain historical sites that are part of both Bucks and Montgomery counties. For example, the 300-foot right-of-way envisioned by the DVRPC plan would pass near the General Hancock House in Montgomery Township as well as the Glen Garry Farm in Warrington. The proposed buffer zoning around the road would provide protections against encroaching development for both of these historic properties.

Recreational opportunities that might be created in the right-of-way include trail activities such as jogging and bicycling. Such trails have already been incorporated in portions of the Blue Route highway in Delaware County, Pennsylvania.

A broad right-of-way can also serve as a buffer to current and future development, an advantage to the driver who sees a natural and rural environment and to residents who will be somewhat protected from the noise and activity of the road. The building of an arterial roadway, because it will be designed to meet the needs of the local communities, may not create the development pressure provided by a freeway.

I would also like to point out that time is of the essence in this matter, Mr. Chairman. Several aspects of the Route 202 project are time-sensitive. For instance, Montgomery Township has acquired a significant portion of the right-of-way for the new road under an agreement which would allow the lands to revert to the donor if construction is not begun in the near future. Similarly, the right-of-way proposed in the DVRPC plan remains open and accessible in most areas, a situation that is likely to change as development continues in the area.

Mr. Chairman, for all of these reasons: the time-sensitive nature of the project, the need for increased safety and decreased traffic congestion in the area, the recreational and historic preservation opportunities which the project presents, as well as the potential buffer against runaway development, I believe that the proposed U.S. 202 arterial roadway makes a worthy federal highway demonstration project.

Therefore, Mr. Chairman, I would ask the Committee to appropriate $1.6 million in the FY 1991 transportation appropriations bill to fund necessary environmental studies and right-of-way evaluation in the Doylestown to Montgomeryville corridor.

My second request also involves a proposed project designed to provide relief to our cross-county transportation problems, this one a rail alternative.

SEPTA, the Southeastern Pennsylvania Transportation Authority has recently issued a plan (also enclosed for your review) for the establishment of a new passenger rail line extending from the Downingtown area in Chester County to the Morrisville area in Bucks County across the Delaware River from Trenton, New Jersey. I would like to briefly outline several points included in the SEPTA study.

Like the Route 202 project, the new rail line would go a great distance toward alleviating the intra-suburban travel problems in southeastern Pennsylvania and could provide a model for other areas around the country.

SEPTA currently captures very little of the cross-county market, since the new travel patterns are lateral and SEPTA's network has been built on historic, radial travel patterns. New employment center development has basically followed the pattern of the express highways which have been built in the region. These employment centers are consecutively spaced about 6 to 10 miles apart and stretch from areas near Morrisville in Bucks County to Downingtown in Chester County, roughly paralleling the Pennsylvania Turnpike and part of U.S. 202.

Happily through an accident of history, a predecessor railroad of SEPTA and Conrail constructed a railroad line initially known as the "Trenton Cut-Off" and currently referred to by Conrail as the "Morrisville Line." This line extends from Downingtown in

Chester County to Morrisville in Bucks County. It was initially constructed through suburban farmlands and relatively unpopulated areas, and was designed to move long distance freight (not destined for Philadelphia) on a route bypassing Philadelphia to avoid coming into the congested part of the city and the then-congested railyards. Again, through an accident of history, the Pennsylvania Turnpike and US 202 were developed as major highways which spawned, in turn, major development and employment centers along their length.

Today, in a continuous string of employment centers, one can point to Downingtown, Exton, King of Prussia, Norristown, Plymouth Meeting, Fort Washington, Willow Grove, Southampton, Oxford Valley, and the Morrisville/Trenton areas as major beneficiaries of these past public highway investments. These same employment and development centers also happen to be immediately adjacent to this rail line which now rests comfortably parallel to the Pennsylvania Turnpike and part of US 202 for nearly its entire distance. The railroad alignment was built to high speed standards (80 MPH or more) and is virtually free of grade crossings. As a by-pass rail line, there are also virtually no local freight customers.

The opportunity exists now to utilize this rail line as the first "cross county" passenger rail service, interconnecting these employment centers and providing transfer stations with eight of SEPTA's existing rail services (the R7 line from Center City to Trenton, the R3 line to West Trenton, the R8 to Newtown [not currently in use], the R2 to Warminster, the R5 to Doylestown, the R6 extension to Plymouth Meeting, the R6 to Norristown and the R5 to Exton and Downingtown.) for easy employment access, both from distant suburban locations, as well as from Center City Philadelphia and the parts of the region which lie between the Cross-County line and Center City.

With implementation of this "Cross County Metro" service, SEPTA would be able to create a series of transportation centers throughout the region. With a focus upon this particular cross county service, a series of transit centers would provide easy connections to all parts of the region using rail, bus, van or auto, very similar to the concept now in place at the Norristown Transportation Center and at 69th Street Terminal. These major transportation centers would have large park-and-ride lots for traditional commuters, with easy access from major roadways directly into the parking lot, and standardized, easily recognized signage directing auto users to the park-and-ride facility, perhaps even using electronic signage to convey messages on the next scheduled departing trains. In addition, these terminals would be focal points for a local bus system enabling riders to have quick, easy access from the station to the employment centers in the area and also to nearby residential centers, thereby providing mobility without the use of the automobile. Obviously, these transportation centers would also function as a transfer point for rail-to-rail commuters who might be headed outbound from the city and who are changing trains to the Cross County Metro to get to an employment center.

The concept of the Cross County Metro is new to the Philadelphia area and perhaps even new to the United States. However, it is uncannily similar to the very same concept that has been utilized by highway planners in planning beltways around major cities in the United States to foster suburban travel. The Cross County Metro is really this same concept applied to mass transportation, and it can have a far more beneficial effect on reducing road congestion than any other single investment that the public can make. Compact European cities thrive in spite of severely constrained auto use because they have built a network of radial and peripheral transit lines.

One of the most important factors in presenting a case for a Cross County Metro is to demonstrate that, in fact, it is possible to do and is a good economic investment. Therefore, there are three actions which would be helpful in carrying out the planning for this project:

1) A feasibility study to be conducted which would look at the alignment, the demographics, the potential for ridership and its impact upon development along the corridor; and,

2) Preliminary engineering which would establish the guidelines and specifications for the work to be carried out, the design of the fixed facilities that would be needed to run the operation and establish the cost envelope upon which decisions can be made to further the project or modify the project.

3) A preliminary Environmental Impact Analysis

According to SEPTA, a comprehensive package for the above three elements would run in the $5 million range. Today, however, I am asking only for $200,000 toward this amount to be appropriated over and above the normal SEPTA funding under Section 8 of the Urban Mass Transit Act (UMTA).

Mr. Chairman, SEPTA officials have already begun long-term planning for this important project. The appropriation I am requesting today would give SEPTA extra impetus to complete this project in a timely manner.

SUMMARY

ATTACHMENT #1

US 202
MONTGOMERYVILLE TO DOYLESTOWN

DRAFT

March 1989

Delaware Valley Regional Planning Commission

The staff of the Delaware Valley Regional Planning Commission has completed an examination, funded by PennDOT and the counties of Bucks and Montgomery, of ways to decrease traffic congestion in the US 202 Corridor in Montgomery, Warrington and Doylestown Townships. The Commission staff has concluded that an additional roadway on a new right-of-way is essential to adequately carry projected traffic without causing major disruption to current residents. Furthermore, if action is begun soon, it is feasible to build this new road without extraordinary cost, relocation of businesses and residences, and disturbance of natural and historic features. An alignment which, on the basis of a preliminary review, appears to meet both traffic reduction and minimization of adverse impact has been selected.

The Need for the Road

As a part of this study and in a previous study undertaken in 1984, DVRPC has examined the impact of future development on traffic levels in the corridor. These studies have been based upon various assumptions of growth in jobs and residents. They have also made assumptions about what other highway improvements will be built. These differing assumptions have meant that no single set of consistent projections have emerged. Nevertheless, in sum the investigations have prepared DVRPC to state some conclusions:

[1] Without an increase in capacity in the corridor, traffic will continue to increase to highly congested levels on parallel area highways, including Route 202, Upper State and Lower State Roads.

[2] The additional traffic is sufficient to justify a new road on new right-of-way. Simulations of future conditions suggest that up to 40,000 vehicles a day will use the new road.

[3] Although it may be possible to build the additional capacity into the existing roads, the physical improvements such as widening and the high traffic levels on these roads would change their character to the loss of the community. Furthermore, speeds on these roads would be less than on a new road and the safety would also be inferior.

[4] Traffic on these parallel roads may eventually return to today's levels, however, even with a new road, because of increases in housing and jobs in the area. The "through-trip" function of the road will decrease but the "local service" function will increase. Improvements on existing area roadways will continue to be needed after any new road is constructed.

Arterial Roadway Versus Freeway

In the early 1970's, PennDOT commissioned engineering drawings for a new US 202 freeway in this corridor. The need for a freeway was confirmed in DVRPC's 1984 study, although this study assumed continuation of the road at the south end to connect with the US 309 freeway. There are, however, several reasons why this new road might better be planned as a controlled access arterial roadway:

[1] PennDOT has limited resources in the foreseeable future. An arterial roadway will be much less expensive than a freeway and so is more likely to be funded than a freeway.

[2] An arterial road will be more useful for short trips, in that its points of access will be more convenient. In this way, it should offer greater relief for existing roads, and therefore have greater utility to corridor residents.

[3] Similarly, the lower speeds associated with an arterial road will make it a less attractive alternative to drivers who currently use more distant roads. A DVRPC analysis showed that a freeway alternative would draw trips away from parallel roads as far away as Old York Road (PA 263) and Souderton Road (PA 113).

[4] Also, an arterial road, because it will do less to enhance the accessibility to the area, may have less tendency to induce development than a freeway would. Warrington's stated policy of discouraging development in the northern portion of the township should be easier to carry out.

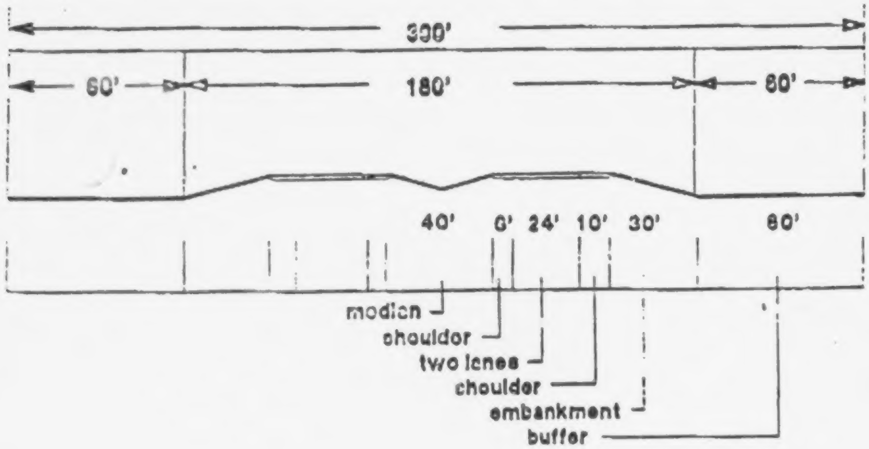
[5] An arterial roadway can be constructed with limited access so that it can be reached from intersecting roads only and not from driveways adjacent properties. If care is taken in its design and control of access, the new road can offer the driver both speed and safety.

[6] Montgomery Township has acquired a significant portion of the right-of-way for the new road which reverts to the donor if construction is not started in the near future. The ability to offer this significant local contribution makes funding more likely and a less costly and less intrusive design of an arterial roadway can be made ready for construction sooner.

[7] An arterial roadway, with its more frequent entry points is less likely to caused undesirable congestion on access roads. Freeway interchanges, on the other hand, are likely to place very large demands on the intersecting roads.

For these reasons, DVRPC recommends that the road be conceived of as a controlled-access arterial highway. A cross section of a 300' right-of-way is shown in Figure 1. It is recommended that this width, which has been used in the Montgomery Township acquisitions, be maintained as a minimum throughout the length of the road. The reserved alignment should have characteristics which could accommodate a freeway if it is later determined to build the road with grade-separated interchanges.

Figure 1 TYPICAL CROSS SECTION



Alignment

The recommended right-of-way will depart from the present US 202 at a point just south of the intersection with Knapp Road. It will then bisect the property being developed by Unicorp (the "Witchwood Tract") and cross PA 309 (Bethlehem Pike) at a point approximately 1500' south of the intersection of Upper State Road The alignment then crosses undeveloped land between Bethlehem Pike and Horsham Road in a straight line meeting Horsham Road opposite land which has been previously acquired by Montgomery Township In this section, the right-of-way passes close to the General Hancock house, an historic site.

North of Horsham Road nearly all of the right-of-way has been acquired by the township, although a portion of the acquired right-of-way adjacent to County Line Road will not be able to be used. The path of the road will need to swing to the east in order to avoid St. John Neumann Cemetery in Warrington Township.

The right-of-way will enter Warrington Township just to the east of the cemetery and will run parallel to Stump Road. Near Detweiler Road, the right-of-way turns northward then crosses Limekiln Pike near the curve just south of Upper State Road. From this point, the road follows the alignment of the 1968 "Orange Route" to a point just south of Bristol Road. At this point, the road begins to curve to the east in order to avoid bisecting the Delaware Valley College's model farm.

The road crosses Almshouse Road just north of Quail Call Drive and passes between the house on the model farm and Glen Garry Farm, a private residence, which are both historic properties. The alignment then crosses Lower State Road about 900' south of the intersection with Wells Road, then Wells Road about 1400' east of the same intersection, curving into the alignment of the built section of US 202 at the interchange with PA 611.

Under the assumption of an arterial road, intersections would occur at the following cross roads, from south to north:

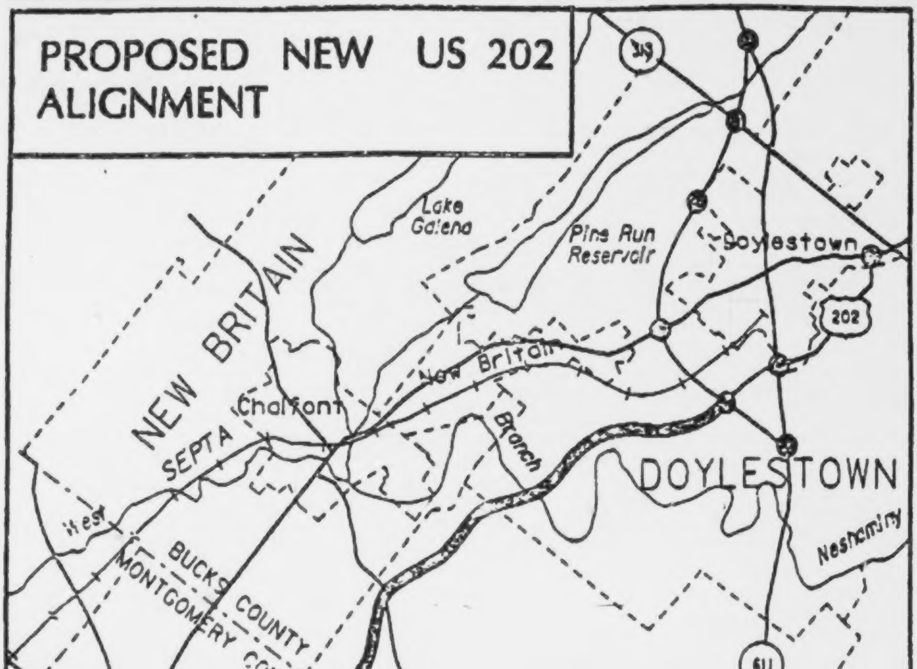
- (Extension of) Knapp Road
- Internal circulation road on the "Witchwood Tract"
- PA 309 (Bethlehem Pike)
- Internal circulation road on the "General Hancock Farm"
- PA 463 (Horsham Road)
- County Line Road
- Limekiln Pike
- Pickertown Road
- Bristol Road
- Almshouse Road
- Lower State Road
- Wells Road

Future analysis may indicate the need for grade separation or interchanges at one or more of the crossroads listed above. No conclusions have been made regarding the location of interchanges if the road were to be built as a freeway. Figure 2 indicates the location of the alignment. The right-of-way is also shown on aerial photographs available for inspection at DVRPC.

The significant reduction in cost to the state attributable to the acquisition of land by Montgomery Township has been already mentioned. In other portions of the assumed right-of-way in Montgomery, large land parcels which are likely to be developed in the near term offer additional opportunities to contribute land and even completed roadways to the project.

This alignment requires that several small streams and adjacent wetlands and wet soils be crossed. Although small areas of prime agricultural land and wooded parcels would need to be taken, no large areas of such lands would be bisected. The crossing of Neshaminy Creek represents the single most important environmental issue in designing this road.

Figure 2


PROPOSED NEW US 202 ALIGNMENT
309
Lake Galena
Pine Run Reservoir
Doylestown
202
NEW BRITAIN
Chalfont
SEPTA
New Britain
Branch
DOYLESTOWN
West
Neshaminy
BUCKS COUNTY
MONTGOMERY COUNTY
463
611
152
WARRINGTON
MONTGOMERY
Little
Neshaminy
Park
202
HORSHAM
63
LOWER
GWYNEDD
LEGEND
NEW RIGHT-OF-WAY
0
2 MILES
Delaware Valley
Regional Planning Commission
Regional Information Services Center

Several historic sites in Montgomery and Doylestown townships lie close to the proposed right-of-way. Again, sensitive design can use this situation to advantage, allowing the buildings to be seen without adversely affecting the use of the site.

Opportunities

The construction of a new road on new right-of-way offers a number of opportunities for the townships affected to shape the character of the corridor. Adoption of a special overlay zoning district in the corridor of the highway can assure that aspects of local master plans are implemented and that safety and esthetic qualities are included in the design of adjacent developments.

The 300' right-of-way can provide ample land to accomplish other objectives, such as additional recreational facilities. Trail activities, such as jogging and bicycling are now popular and appear to be enduring. Acquisition of a new right-of-way presents an opportunity to build trails which can benefit residents. Trails have been incorporated into portions of the Blue Route in Delaware County.

A broad right-of-way can also serve as a buffer to current and future development, an advantage to the driver who sees a natural and rural environment and to residents who will be somewhat protected from the noise and activity of the road.

Aesthetic elements can be introduced to make the experience of travelling this road unique and serving to leave a favorable impression of the municipalities through which it passes. (For example, in Indian Wells California, the proposed reconstruction of Route 111, a 50-mile per hour arterial road, will include in sequence: a gate formed by a grove of native date palms, an open area in which community buildings are clustered, a vista of an oasis fountain, and a gate to an historic site. The visitor may also remember the road segment by the formal planting which line one side of the road contrasted with informal plantings on the other. Indian Wells intends to use the road as a means of identifying its character and controlling adjacent development. An annual assessment of all properties within a mile-wide corridor pays for the plantings and their maintenance.)

The alignment includes a number of horizontal and vertical curves which can provide a stimulating driving experience. Of particular interest is the descent from the road's high point at its crossing of Limekiln Pike to the bridge over the Neshaminy Creek. The alignment provides a vista of Doylestown in the distance as well as the nearer Neshaminy ravine.

The point of this discussion is that local residents needn't view the construction of a new road as an intrusion controlled by outside interests. The road can be made useful to its neighbors and can be a tool in promoting local plans.

Officials in each of the municipalities most affected by the construction of the "Bypass" could form an advisory committee immediately, perhaps under the auspices of the county planning commissions, to assure that local planning objectives are considered in the design of the road. This same body may coordinate other transportation planning in the region, particularly on shared roads such as Upper State and County Line.

Environmental Impact Statement

Throughout this planning study, the likely impacts of the new road have been considered. DVRPC has sought to minimize adverse impacts. This exercise will not eliminate, however, the necessity of conducting a thorough environmental impact statement (EIS), complete with an analysis of alternatives, including the options of not building the road or building it in some alternative alignment. Presumably, the care taken in this study will enhance the likelihood that the EIS will also conclude that there is a feasible alignment for the roadway. It is therefore important that an EIS be conducted soon so that acquisition of the right-of-way can be completed. Before the EIS can begin, however, DVRPC must include the highway for engineering on its Transportation Improvement Program and PennDOT must include the project for engineering in its Twelve Year Plan.

Action to achieve these programming steps will begin with the submission of testimony to the State Transportation Committee at its regional hearing on March 23rd. In part, DVRPC's testimony will read:

> *Recommended for early construction is an eight-mile section on new right-of-way between Montgomeryville and Doylestown. All townships in the path of the road have agreed on a desirable alignment and will act to preserve it. Advancement of this project is urgent, as one township's contract with developers calls for the land to revert to the donors if formal, definitive action to build the road is not taken in the next three years. The first step is to fund a preliminary design/environmental impact statement.*

ATTACHMENT #2

THE CROSS COUNTY METRO

SEPTA has recently discussed the possibility of establishing a new passenger rail line extending from the Downingtown area in Chester County to the Morrisville area in Bucks County just south of Trenton, New Jersey. The thrust behind the development of this concept is two-fold:

First, traffic congestion in the suburban areas of the Philadelphia region is approaching a level which will begin to constrict economic growth and development; and,

Secondly, there is an available, existing railroad right-of-way roughly parallel to the Pennsylvania Turnpike and part of US 202 and penetrating virtually every major employment center in the suburban Philadelphia region which intersects with most of SEPTA's radial rail services.

In the region, there are three major types of travel patterns. The first travel pattern is referred to as the "traditional commute." The traditional commute generally involves a work trip made from a suburban location to Center City Philadelphia, or from an outlying part of the city to Center City. The traditional commute market is strong and growing incrementally, and SEPTA captures a substantial portion of that market. The continuation of SEPTA's ability to attract that market is solely a funding-related matter. More major park-and-ride stations are needed, more parking spaces at existing stations are needed, more bus feeder connections are needed (similar to the inter-modal terminal recently constructed in Norristown), more rail cars and locomotives are needed, and a greater frequency of service must be operated. These are the elements which will ensure SEPTA's historical and predominant role in the traditional commute market.

The second travel pattern, which is of more recent emergence, is that of the reverse commuter. With the job development in the suburbs, there has been an increased need to import labor, especially in the unskilled, semi-skilled, entry-level and clerical areas to support the growth and development of these companies. Much of the potential employment market resides in the City of Philadelphia and this labor pool is highly transit reliant. In the past several years, SEPTA can identify the "reverse commute" market as the fastest growing segment of our marketplace. In the morning rush hour, at least eight major bus routes and one suburban rail transit operation now carry more people outbound than they carry inbound. Additionally, fully 10% of all the peak hour riders on the regional rail system are headed in the opposite direction of the traditional commuter. SEPTA has the ability, with some fairly modest connecting services, to capture a substantial portion of this growing market.

Lastly, there is the matter of the cross county commute. Fully 60% of all work trip travel is now intra-suburban. SEPTA captures very little of this market, since the travel patterns are lateral and SEPTA's network has been built on historic, radial travel patterns. New employment center development has basically followed the pattern of the express highways which have been built in the region. These employment centers are consecutively spaced about

6-10 miles apart and stretch from Morrisville in Bucks County to Downingtown in Chester County, roughly paralleling the Pennsylvania Turnpike and part of US 202.

Today's Travel Patterns

Unlike the historical travel patterns of the past, whereby virtually all travel was radial to and from the center of a major city such as Philadelphia, today's patterns are far more dispersed and suburban oriented. Two major demographic factors need to be recognized to understand this phenomenon:

1) The population of the region has changed. The City of Philadelphia, long the predominant population center of the region, now represents only 40% of the population of the five counties constituting the southeastern Pennsylvania region. Fully 60% of the population now resides in the four suburban counties.

2) While the City of Philadelphia continues to enjoy small incremental growth on a very large employment base, the suburban territory has blossomed into major employment communities totally independent of the City of Philadelphia. Montgomery County actually imports more labor on a given weekday than there are Montgomery County residents who work in their own county. Montgomery County now has the highest employment in the region outside of Philadelphia, and it is projected to have some 544,800 jobs by 2010, compared to 878,000 in Philadelphia the same year! These new suburban employment centers have helped create

major road congestion, due largely to the fact that all transportation in the suburbs was expected to be accommodated via the automobile. What actually has evolved is a constricted highway network crying out for alternate mobility systems in the suburban territory in order to reduce exclusive reliance on the automobile for travel. Suburban congestion has emerged as a national problem. In the case of the Philadelphia region, it is constraining the very mobility that companies sought when they went to the suburbs to establish their businesses in the first place. It was never envisioned that the automobile would ever be so predominant, and become virtually the exclusive mode of transportation in the suburbs. This suburban gridlock is beginning to have a deleterious effect on the ability of the Philadelphia region to continue its strong economic growth, and, in fact, has already begun to constrain corporate expansion in many parts of the region. The expansion problems businesses in our region are experiencing are basically related to job accessibility--or rather the lack of it.

Why the Job Shift?

It has been discussed that Center City Philadelphia is continuing an expansion of its already extensive employment base on a steady, incremental basis. However, while the City of Philadelphia continues to experience job growth, the type of job that is coming with the new Center City development is vastly different from the jobs which have been displaced in years past. The high cost of construction in Center City has limited the rental market to the growing demand for space to house the highest level executive, managerial and professional service employees due to the high rental cost of the office space itself. While there are support jobs required for this high level managerial business group, they also tend to be skilled, professional, secretarial and clerical jobs. Other support based services, i.e. food industry, and to a lesser extent retail, also exist, but not nearly to the extent as in years past. The jobs that have gone to the suburban territory have likely gone there due to economics. Land is less expensive (or was), building costs lower, and the potential employment market plentiful. Now the suburban employers are finding that the very people they need the most, the unskilled, semi-skilled and clerical worker, are the least available. Furthermore, the candidates for these jobs do not have the ability to get to the job site in an expeditious manner that would permit employment at these remote locations to be economically viable. In short, no direct public transportation.

What we have is, to a large extent, a mismatch between residential areas and employment locations. The people who live the farthest away from the city tend to be the people who are occupying the new office spaces in Center City Philadelphia, and Philadelphia residents are primarily the candidates for many of the jobs that are going unfilled in the suburban territory.

From SEPTA's perspective, this "mismatch" is an ideal transportation opportunity. SEPTA can satisfy two markets. It can capture an inbound market in the morning, bringing suburban people from the outlying points to the City, and at the same time, fill seats on trains which are going outbound in the morning to bring city residents to the job centers in the suburbs, and then refill the trains again with people coming to work in the city. This has the potential to make the regional railroad network a far more cost-effective operation than it has ever been in the past.

The First Step To Help Suburban Mobility With Transit

Solely through an accident of history, a predecessor railroad of SEPTA and Conrail constructed a railroad line initially known as the "Trenton Cut-Off" and currently referred to by Conrail as the "Morrisville Line." This line extends from Downingtown in Chester County to Morrisville in Bucks County. It was initially constructed through suburban farmlands and relatively unpopulated areas, and was designed to move long distance freight (not destined for Philadelphia) on a route bypassing Philadelphia to avoid coming into the congested part of the city and the then-congested railyards. Again, through an accident of history, the Pennsylvania Turnpike and US 202 were developed as major highways which spawned, in turn, major development and employment centers along them. Today, in a continuous string of employment centers, one can point to Downingtown, Exton, King of Prussia, Norristown, Plymouth Meeting, Fort Washington, Willow Grove, Southampton, Oxford Valley, and the Morrisville/Trenton areas as major beneficiaries of these past public highway investments. These same employment and development centers also happen to be immediately adjacent to this rail line which now rests comfortably parallel to the Pennsylvania Turnpike and part of US 202 for nearly its entire distance. The railroad alignment was built to high speed standards (80 MPH or more) and is virtually free of grade crossings. As a by-pass rail line, there are also virtually no local freight customers.

The opportunity exists now to utilize this rail line as the first "cross county" passenger rail service, interconnecting these employment centers and providing transfer stations with eight of SEPTA's existing rail services for easy employment access, both from distant suburban locations, as well as from Center City Philadelphia and the parts of the region which lie between the Cross-County line and Center City.

Multi-Modal Transportation Centers

With implementation of this "Cross County Metro" service, SEPTA would be able to create a series of transportation centers throughout the region. With a focus upon this particular cross county service, a series of transit centers would provide easy connections to all parts of the region using rail, bus, van or auto, very similar to the concept now in place at the Norristown Transportation Center and at 69th Street Terminal. These major transportation centers would have large park-and-ride lots for traditional commuters, with easy access from major roadways directly into the parking lot, and standardized, easily recognized signage directing auto users to the park-and-ride facility, perhaps even using electronic signage to convey messages on the next scheduled departing trains. In addition, these terminals would be focal points for a local bus system enabling riders to have quick, easy access from the station to the employment centers in the area and also to nearby residential centers, thereby providing mobility without the use of the automobile. Obviously, these transportation centers would also function as a transfer point for rail-to-rail commuters who might be headed outbound from the city and who are changing trains to the Cross County Metro to get to an employment center.

The concept of the Cross County Metro is new to the Philadelphia area and perhaps even new to the United States. However, it is uncannily similar to the very same concept that has been utilized by highway planners in planning beltways around major cities in the United States to foster suburban travel. The Cross County Metro is really this same concept applied to mass transportation, and it can have a far more beneficial effect on reducing road congestion than any other single investment that the public can make. Compact European cities thrive in spite of severely constrained auto use because they have built a network of radial and peripheral transit lines.

What Type of Service Would SEPTA Operate?

SEPTA envisions utilising a high-speed, electrically propelled rail car, similar to the new cars which are soon to be delivered for use on SEPTA's Route 100 service between Norristown and 69th Street Terminal. In fact, the cars which SEPTA will receive have been designed to operate either from a third rail or from an overhead wire. The right-of-way on the Cross County Metro already has structures in place which would hold up an overhead wire for powering the rail cars to run along the line. It is not envisioned that freight service and passenger service would intermix on the same tracks; however, these services certainly are capable of utilizing the same right-of-way for parallel operation, as has been done in many other cities in the United States and overseas. Utilizing the transit vehicle similar to the Route 100 cars offers SEPTA tremendous flexibility, especially with regard to efficient operation, frequency of service, and incorporation of maintenance into other investments already made in the SEPTA system. A track connection can be made in the vicinity of Hughes Park in Upper Merion Township between the existing Route 100 line and the Cross County Metro tracks.

Conrail has already determined that a major portion of this line is going to be "downsized" resulting in removal of at least one track between Norristown and Downingtown, making that right-of-way available for SEPTA should funding become available, and the determination be made that this is the proper place to make a capital investment. The alignment of the Cross County Metro is a high speed, fully grade separated, railroad with many of the employment centers being within walking distance of potential station sites. The potential also exists for SEPTA and the private sector to construct major new developments along the right-of-way, concentrating employment, providing a passenger base, and requiring far less utilization of land for parking than is currently the case in the suburban territory. The proportion of land utilized for parking in the suburban territory is one of the major causes of sprawl and also the major cause of the congestion on the roads. This, in turn, results in some of the adverse environmental conditions experienced in the Philadelphia area.

What's Needed Next?

One of the most important factors in presenting a case for a Cross County Metro is to demonstrate that, in fact, it is possible to do and is a good economic investment. Therefore, there are two actions which would be helpful in carrying out the planning for this project:

1) A feasibility study to be conducted which would look at the alignment, the demographics, the potential for ridership and its impact upon development along the corridor; and,

2) Preliminary engineering which would establish the guidelines and specifications for the work to be carried out, the design of the fixed facilities that would be needed to run the operation and establish the cost envelope upon which decisions can be made to further the project or modify the project.

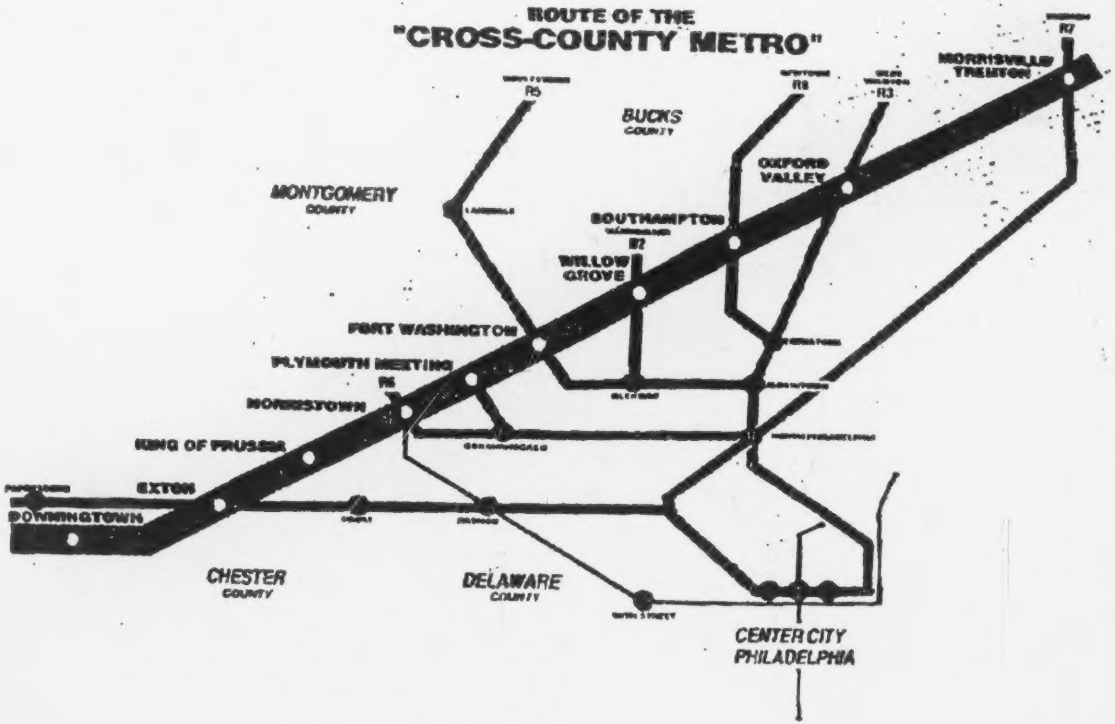
These first two steps, when completed, would provide the basis of information upon which long range investment decisions can be made for public transportation in the region.

"Guesstimate" of Costs for

Feasibility and Preliminary Engineering

A comprehensive package for the above two elements, plus a preliminary Environmental Impact Analysis, would probably run in the $5 million range. Approximately $1.2 million for the feasibility study, $300,000 for the preliminary EIA, and the remainder for the preliminary engineering.

ROUTE OF THE "CROSS-COUNTY METRO"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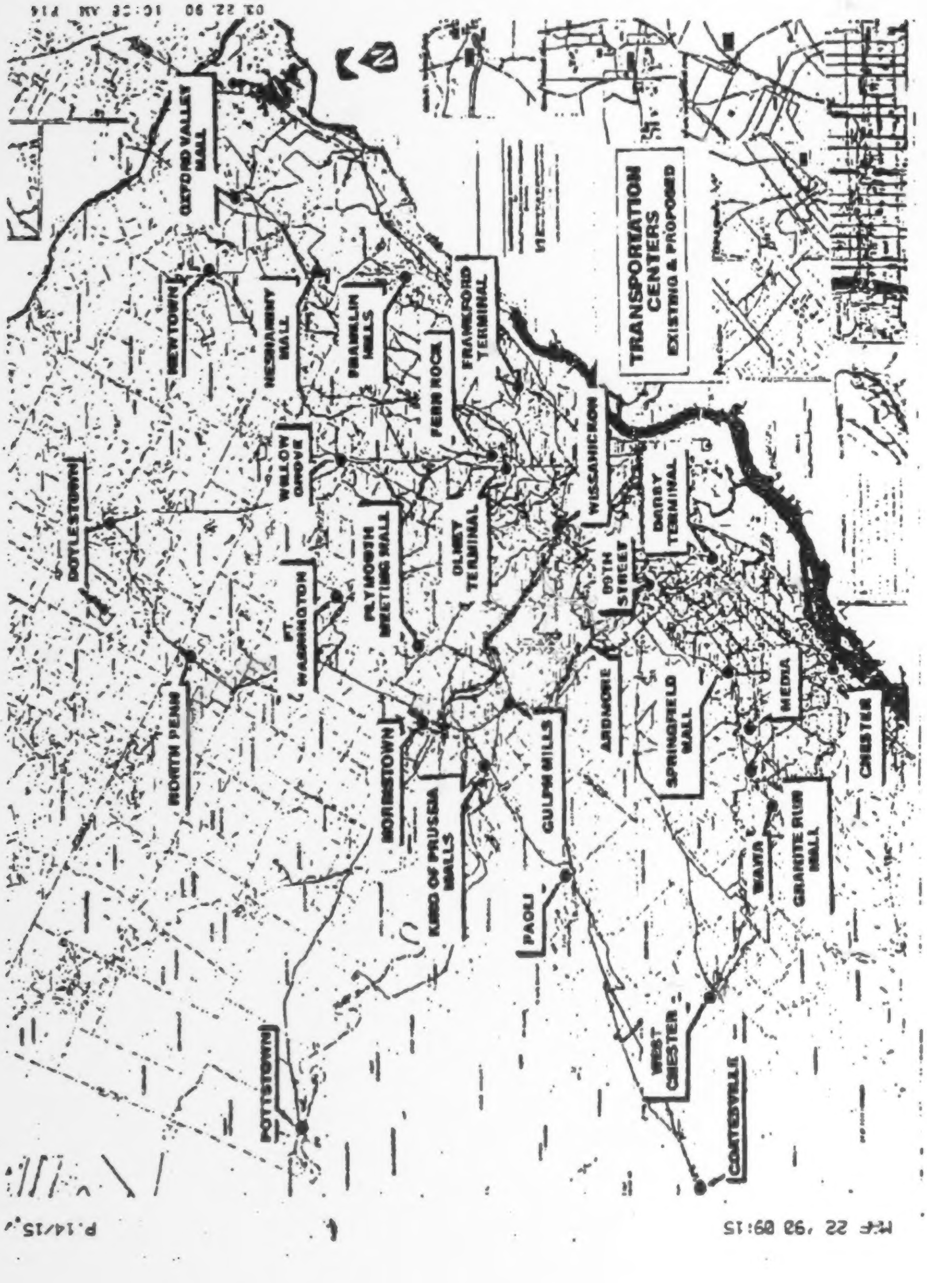
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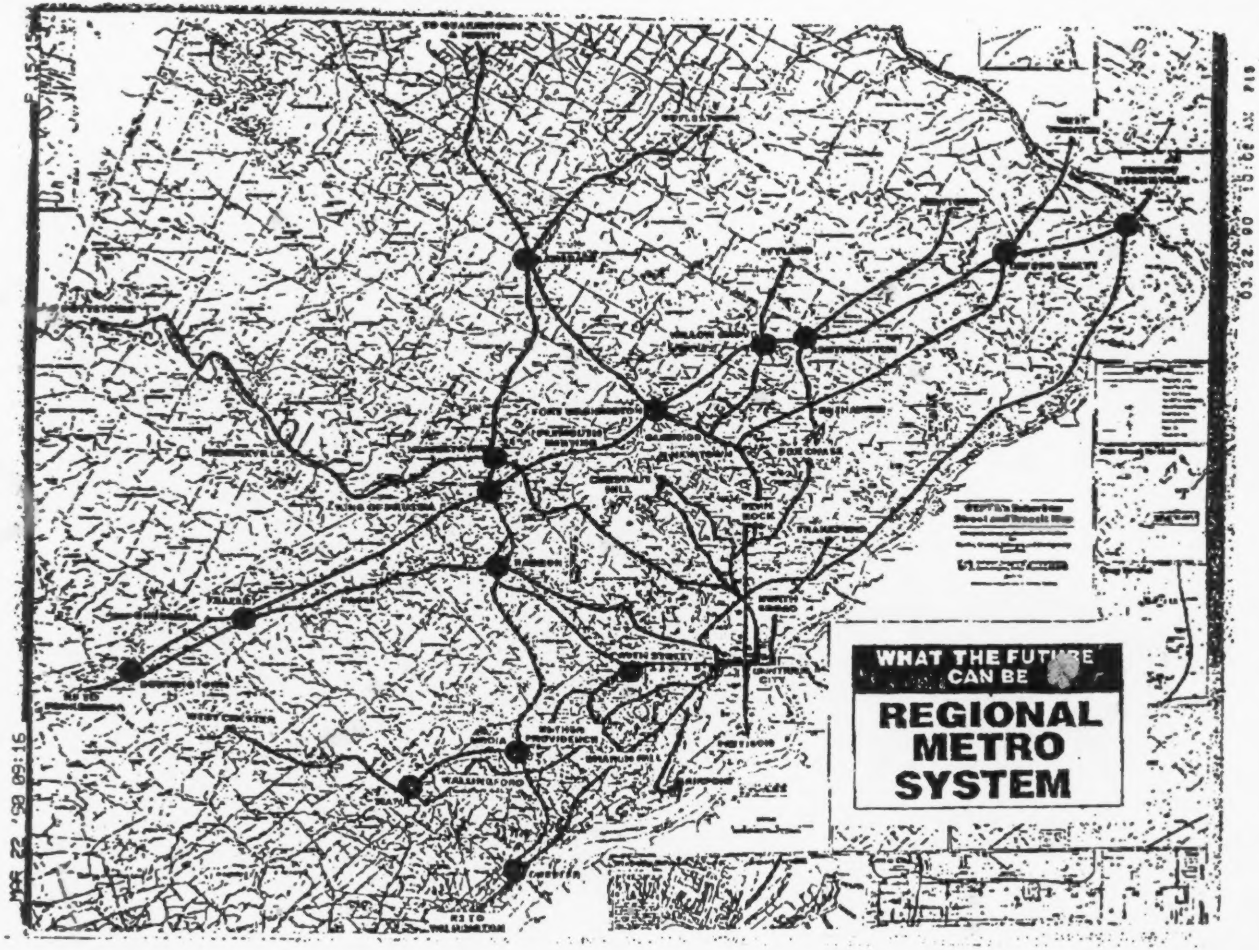
WHAT THE FUTURE CAN BE
REGIONAL METRO SYSTEM
FORT WASHINGTON
KING OF PRUSSIA
CHESTNUT HILL
JENKINTOWN
FOX CHASE
DOWNINGTOWN
WEST CHESTER
WALLINGFORD
MEDIA
NETHER PROVIDENCE
SHARON HILL
UNIVERSITY CITY
CHESTER
R3 TO WILMINGTON

Mr. **Lehman**. We're going to try to give you all the support we can this year on your highway demo project. As far as the SEPTA study, Mr. Coughlin, could we do something perhaps with that in the form of report language? Are you familiar with that?

Mr. **Coughlin**. I think that's certainly possible. SEPTA does support the study. This project is not at the top of their priority list at this time, understandably because they have so many other things that they need, but they do support having a study and this is on their list of things that they would like to see done.

Mr. **Kostmayer**. The sooner we start this, Mr. Chairman, the better. We should have started it years ago. We're too late now, but we ought to start it now before things get very much worse. We've got to rely more on mass transit in the Philadelphia suburbs and less on automobiles and on roads.

Mr. **Lehman**. Unless we run into some problem, we should have report language this year to move it along. Thank you very much.

Mr. **Kostmayer**. Thank you very much, Mr. Chairman.

Mr. **Coughlin**. Thank you.

Mr. **Lehman**. Mr. Dickerson.

Thursday, April 26, 1990.

COAST GUARD, ATLANTIC RICHFIELD COMPANY (ARCO)

WITNESS

KENNETH R. DICKERSON, SENIOR VICE PRESIDENT

Mr. **Dickerson**. Thank you, Mr. Chairman. My name is Kenneth Dickerson, I am Senior Vice President for Atlantic Richfield Company. We are a petroleum company headquartered on the West Coast, but engaged in refining, marketing, production and exploration of oil throughout the world. I commend the committee for discussions this morning on rapid transit. We agree with the proposals that are being submitted and consider that a very important item on the national agenda.

But I'm here to talk about oil spill legislation and I'd like to tell the Chairman how much we appreciate the attention that he's given to this and to the Chairman's willingness to hear us in the past on this subject.

For the past dozen years or so, ARCO has supported the oil spill bills that have been before the Congress. Last year, when we did a survey of the capability of our industry and of the nation to respond to the spills that seemed to be at an ever increasing number in the U.S., we determined that there really was an inadequacy in preparation and equipment and manpower devoted to this.

The Congress was considering a 1.3 cent per gallon at the time; we came back to the Congress and said let's raise it—let's raise it to a fee that is high enough to generate a significant enough fund to enable us to develop a national oil spill capability. The Congress has done that; they have placed in effect a 5 cent fee which is raising about a quarter of a billion dollars per year.

In enacting the legislation, or certainly in passing the two bills through the House and Senate which are now in conference, they included four major provisions: prevention of spills, removal of spills, punishment of offenders, and compensation for the damaged parties.

Unfortunately, the state of the legislation at the present time places more emphasis on punishment and on compensation of damaged parties than on prevention and cleanup. Our purpose today is to reiterate what we have suggested to the committee in the past, and that is to use the funding, the billion dollar fund which now, I understand, is in excess of $500 million, to make the funds available to the Coast Guard to carry out the intent of the Congress in the enactment or the proposed enactment of the oil spill liability bill.

At the present time, we as a nation do not have a spill capability. We have what could best be characterized as a volunteer spill department. And I think it's been demonstrated over the past couple of years that there needs to be a national capability, clear authority placed in a single governmental agency, such as the Coast Guard, and I believe that the legislation seeks to do that. But the Coast Guard also needs to be funded.

At the present time, they will receive from the Congress numerous new responsibilities and those responsibilities cannot be carried out unless they receive an appropriation of a significant amount of money to both buy equipment and employ the people that are necessary.

The Office of Technology Assessment has recently written a report, a very detailed report which I think is extremely well done, and they included several items that were their conclusions concerning the nation's spill capability. One of those was that the spiller should always pay, and we strongly support that, whether it's ARCO or any other company. Whoever spills oil should pay for the cleanup and the damages resulting from that.

But they also concluded that spills will occur. That seems to be inevitable as we increase our imports from foreign sources and the number of tankers increase on a daily basis, these spills will continue to occur. But they said that we should adopt a practice somewhat like the European practice: place the Government in charge of spills, give them the funding so that whenever spills of whatever source occur, the Government can direct and control how it will be cleaned up; never letting the spiller off the hook, always requiring the spiller to pay, always requiring the spiller to be involved, but have a national capability to handle spills.

As the Chairman knows, there's 80,000 barrels a day of crude oil that moves along the Florida coastline coming from South America on the way to Canada. That crude oil, in foreign flag tankers, if it were spilled, there would be no U.S. responsibility, no responsible party, and the Coast Guard would be unable to clean up that spill. It could occur anywhere between Florida and Maine, because it's on the way to Canada.

The same thing occurs up and down the West Coast, and there is no U.S. capability to handle spills. We believe that the Coast Guard needs $100 million for each of the next three years to equip themselves as the oil spill legislation will require. The fund that has been created and the funds that are currently being collected need to be appropriated to the Coast Guard to enable them to employ the people and to buy the equipment necessary to do this. Thereafter, we believe that they'll need in the range of $50 million per year to sustain the effort to have the national spill capability.

Recently, both the California Senate and the Assembly and Governor Goldsmith from Oregon have communicated with the Congress urging that there be a national spill capability to protect the coastal states, including those around the Great Lakes, and that there be adequate funding to enable the Coast Guard to respond to what the Congress is imposing upon them and to respond to the needs of the various states and the people that live along the coastline.

Mr. Chairman, that concludes my comments. I'm prepared to respond to any questions.

[The prepared statement of Mr. Dickerson follows:]

Testimony

of

Kenneth R. Dickerson

Senior Vice President

ARCO

before the

Subcommittee on Transportation

of the Appropriations Committee

U. S. House of Representatives

April 26, 1990

Mr. Chairman, my name is Kenneth R. Dickerson. I am a Senior Vice President of ARCO, a major U.S. based producer and marketer of petroleum and petroleum products, natural gas, coal and petrochemicals. We are also a major transporter of petroleum by water and pipeline in the Texas-Oklahoma-Kansas region of the U.S., but primarily in the West Coast region known as PADD V, through our 21 percent ownership in the Trans-Alaskan Pipeline System, and our ten vessel marine fleet and related facilities. We have major refining, docking, storage and terminaling facilities in Cherry Point, Washington, and Los Angeles-Long Beach, California. Through our partial ownership of other assets, we also have similar facilities on the Texas gulf coast.

It is a pleasure to appear before this committee today to discuss ARCO's views on funding for oil spill removal.

Even before the oil spill in Prince William Sound thirteen months ago, ARCO supported oil spill legislation that would create a single comprehensive federal fund to deal with this issue. Now, with the passage of H.R. 1465 and S.686, the country is positioned to provide a sound, integrated system for dealing with oil spill prevention, removal, damage compensation, safety, research and training at both federal and state levels. These activities will be funded by a new billion dollar fund through a $.05 cents per barrel fee on all domestic crude oil refinery runs and on all imported petroleum products.

This legislation has four basic objectives: to prevent oil spills, to clean up spills when they occur, to punish guilty parties and to provide a remedy for damages. Without adequate funding for the Coast Guard, we will fail to meet the first two objectives and end up with an oil spill program that does nothing more than punish guilty parties and remedy damages that might have been avoided. Congress should now be in a position to step forth and receive kudos for all that has been accomplished in the past year. Unfortunately, unless Congress and the Administration jointly resolve the problem facing us today, funding for the Coast Guard for oil spill removal, then the Congress, the Administration and the oil industry will justifiably become the targets of public outrage and all of the good work of the past year will be quickly forgotten. Your colleagues, Congressmen Nowak, Laughlin, Panetta and Tauzin recognized the importance of adequate Coast Guard funding in floor colloquys during the House consideration of H.R. 1465. As Subcommittee Chairman Nowak noted, "The chairman of the House Ways and Means Committee has been asked to strengthen the oil spill liability trust fund provision of the IRS Code. These IRS provisions are the funding mechanisms for the bill and moneys from the fund will be available for the cost associated with the formation of regional (Coast Guard) strike force teams. It is important that a portion of this money actually be spent on equipment and manpower so that the Coast Guard can meet its new demands under the legislation."

No oil spill in history has been subjected to the intense media coverage given to the Prince William Sound spill. As a result, the public is well aware of the ugly aspects of such an event. They are also aware that an organized, prompt response is critical and this is precisely what they expect the government and the industry to provide. To pass legislation, create a fund and then fail to appropriate the necessary funds to prepare the Coast Guard for its critical role is and will be judged as a violation of the public trust.

At the present time there exists a modest national volunteer spill effort which can best be described as fair. While we can hope that it is never needed, we must develop a first-rate oil spill cleanup response program. Hopefully, the legislation being considered by Congress will give the President and through him, the Coast Guard, clear lines of authority and responsibility for spill removal, including developing and maintaining regional strike forces. This single point, command and control system is the key to spill prevention, immediate spill containment and cleanup in an environmentally controlled manner, before oil can spread and cause further damage.

The importance of having such a system in place is supported by the background paper "Coping With An Oiled Sea" recently released by the Office of Technology Assessment

(OTA). Included in OTA's findings are " - there is no perfect solution to offshore oil spills. It is certain that oil spills will occur again.", " - the effectiveness of the response will be greatly enhanced if there is a rapid response by a professional response team that understands which techniques are best under which conditions."

Think for a moment of the consequences of a major spill off the Atlantic coast from a foreign tanker moving Venezuelan crude oil to Canada. Canadian imports from Venezuela are approximately 80,000 barrels per day. As is often the case, no U.S. companies are involved in the transaction. No U.S. companies are "responsible parties" under the law. The oil could come ashore from Maine to Florida. Obviously in this situation the Coast Guard must take the lead in the containment and cleanup effort. Can we expect them to successfully mitigate this problem if funds for training and equipment have not been provided? Can they prevent a spill if they do not have the funds to operate a vessel tracking system or other preventative measures? The same problem exists on the West Coast as foreign crude oil transits the coast from South America and Mexico to Western Canada. Nor should we lose sight of the fact that the U.S. grows increasingly dependent upon foreign oil which translates into more tankers arriving at U.S. ports.

The Oil Pollution Liability Trust Fund is in place and revenues are being collected that could ensure that a well-financed, fully equipped and staffed Coast Guard force is available to handle any foreseeable contingency. With rollovers from other funds and collections since the beginning of 1990 the Trust Fund should contain approximately $450 to $500 million by the time this legislation is signed into law. Then, all that will be missing is Congressional and Administration action to appropriate the money to prepare the Coast Guard for fulfilling its important role. I urge Congress and the Administration to appropriate at least $100 million for each of the next three years and $50 million each year thereafter to the Coast Guard (off budget if necessary) to cover the costs of this prevention and cleanup program.

Failure to provide funding at the federal level could worsen the situation for oil spill preparedness. Additional states will join the list that are considering or have passed oil spill legislation, the likely consequence being divided responsibility and/or unclear lines of authority resulting in undue delays in reaction in those critical first few hours of a spill. State funds are being set in such large amounts that consumers in all coastal states will be unduly burdened with far higher energy costs. These burdens are in addition to the federal oil spill fee burden which offers no present protection for prevention or cleanup purposes. In any event, state funds should not be necessary when money is being paid into a one billion dollar federal fund designed to do precisely what the state funds are being enacted to do.

Mr. Chairman, as former Secretary of Transportation and current Governor of Oregon Neil Goldschmidt said in letters to his Congressional delegation, "(we) must provide the Coast Guard with sufficient funding from the Oil Spill Liability and Compensation Trust Fund..." and "the new Trust Fund should not be held hostage to Gramm-Rudman budgetary maneuvering." In addition, the California Senate and the California Assembly unanimously passed resolutions that respectfully memorialize the federal oil spill conferees to ensure that the Coast Guard has adequate funding to carry out its new responsibilities.

My plea to you today is for Congress and the Administration to join together and provide the funding required for the Coast Guard to take on this important responsibility. The Oil Pollution Liability Trust Fund should not be subjected to the same fiscal gamesmanship accorded in recent years to the Social Security, National Highway and Airport and Airway Trust Funds. The public expects and has the right to receive the protection offered by the existence of trust funds. They believe that trust funds are held in trust for the purpose for which they were collected. Oil pollution trust funds should be used to prevent spills and clean them up. When a spill does occur, the spiller should fully repay the trust fund so that we will be prepared for a future event. To use the funds for other purposes or to not make them available for the purpose for which they were collected constitutes a breach of trust and leads to a total loss of confidence in our legislative system. The next time oil hits the water the public will expect and demand a well organized and equipped response. They will not accept or tolerate the excuse that funding was not available due to the necessity of meeting Gramm-Rudman-Hollings targets.

That concludes my prepared remarks, Mr. Chairman. I would be pleased to answer any questions that you or members of the Subcommittee might have.

Mr. **Lehman**. I just wonder how you picked $100 million—it's such a nice round number.

Mr. **Dickerson**. Well, the $100 million is——

Mr. **Lehman**. Why wasn't it $84 million or $112 million or something like that?

Mr. **Dickerson**. There is an even larger number in the Office of Technology Assessment; I think they concluded $121 million would be necessary to get the Coast Guard underway. We did an assessment to determine what was needed in terms of equipment and manpower. Our assessment reached approximately $100 million in the early years. Thereafter, the Coast Guard would require both skilled, trained people on a ready basis and they would need to maintain the equipment. So something in the range of $40 to $50 million a year to sustain their effort would be required.

We did a survey of the capability throughout the nation to handle spills, particularly orphan spills or foreign source spills where you wouldn't have a U.S. responsible party. And it's our view that to have the strike forces that are included in the legislation, that's what would be required.

Mr. **Lehman**. The next question is kind of a bread and butter question we always ask. People say, "We need $100 million worth of new money"—there's no such thing as new money—that $100 million has to come from some other place in the budget. Do you have any suggestions from which program?

Mr. **Dickerson**. I appreciate the Chairman asking.

Mr. **Lehman**. I know you're not the Federal Budget Director.

Mr. **Dickerson**. Right. You are collecting a quarter of a billion dollars per year through this new oil spill liability trust fund. It is a trust fund, like the highway trust fund, the airport trust fund, the Social Security trust fund. The money is collected for the purpose of preventing spills, cleaning up spills and awarding damages for people that are injured. Our recommendation is that funds be appropriated from that trust fund for the purpose for which they were collected.

Or, in the alternative, that some of that fund be off-budget, and that it be made available to the Coast Guard so that they can develop a national spill capability. That is the source of the funds: it's the funds being collected for the purpose of preventing and cleaning up spills.

Mr. **Lehman**. You provide all of this money, and yet it's like 99 percent of time it will be inactive; maybe less than one percent of the time and hopefully none of the time it will ever be used. I just wonder whether you want all this appropriated money sitting there with the Government when the private sector is working every day on these kind of problems and would probably more effectively handle such problems than the Government itself.

Mr. **Dickerson**. It is true that the private sector is working on these. But we believe that there is a need for a national spill force as well as a private spill force, like a volunteer fire department. I don't think the nation could handle some of the fires that occur in the country; we don't plan for fires, we try to avoid fires, the fire department isn't busy all the time, but that's the price of having a society such as ours where fires do occur. The same should be said for spills.

Whenever a domestic company or a domestic flag tanker has a spill, certainly they're going to respond to it with all the resources that are available to them. We, ARCO, are members of cooperatives throughout the United States. But there is still a need for a national spill capability. The legislation anticipates the creation of strike forces that will be equipped and on ready. There's training, there's monitoring, there's contingency planning that they could be engaged in, there's inspection. They're taking on a number of new obligations, none of which they'll be capable of doing adequately unless they're properly funded and the funds are being collected, in our view, for that purpose.

Mr. LEHMAN. One other quick question. Prevention is a lot better than cleanup. Are you moving toward double bottoms?

Mr. DICKERSON. Yes. ARCO has two double bottomed tankers at the present time. And it would be our plan to, as we replace those tankers, to replace them with double bottomed tankers. The uncertainty, of course, that currently faces us is what will the Congress require of us. That's a great deal different from saying that as we phase out some tankers we bring on new ones. One of the difficulties you have is if there were a mandate that we change from current tankers to a new form of tankers, be they double bottoms or double hulls. I think it would create a major disruption in tanker traffic, not only in the United States but internationally.

Double bottoms—we built a couple of those a few years ago; we are still using them. They're good ships. There are problems, and I'm not expert in this field, as to what happens if you have a Valdez-type incident and you have a double hull, double bottomed ship, would it sink or not—I don't know. You probably have heard the same discussions I have.

But, yes, we anticipate going to double bottoms after the dust settles from the legislation that is currently being considered.

Mr. LEHMAN. Mr. Coughlin.

Mr. COUGHLIN. Thank you, Mr. Chairman. We appreciate having you here and testifying on behalf of the Coast Guard and it's welcome to have someone here doing that.

Mr. DICKERSON. It's on behalf of, I hope, all of us, sir.

Mr. COUGHLIN. As well as the environment. Thank you very much for your testimony.

Mr. DICKERSON. Thank you.

Mr. LEHMAN. Mr. Dempsey.

THURSDAY, APRIL 26, 1990.

ASSOCIATION OF AMERICAN RAILROADS

WITNESS

WILLIAM H. DEMPSEY, PRESIDENT

Mr. DEMPSEY. Mr. Chairman, Congressman Coughlin. I am William Dempsey, I am President of the Association of American Railroads and I am accompanied by Mr. Robert Blanchett, who is the Special Counsel for the Association on the subject that I'd like to spend just a few minutes on, and that subject is the Federal Employers Liability Act.

Most of the witnesses I observe come here seeking Federal funding; I am speaking about an issue as to which the AMTRAK proposal would save the taxpayers money.

The question of FELA was raised at the March 21 hearing when Mr. Carmichael testified and Mr. Claytor, and I simply am here to state the views of the rail industry in support of AMTRAK's proposal and give you some idea as to why that is.

The Federal Employers Liability Act was passed in 1908, before there were any state workers compensation plans. At that time, it was a liberal statute. Since then, all fifty states have enacted workers compensation laws under which employees injured on the job collect compensation, irrespective of fault. The Federal Congress has enacted such a law with respect to the Longshoremen and Harborworkers Act. So that the result is that the only workers in the United States still under a fault-based system are the railroad employees and those seamen covered by the Jones Act. And I'm including the major commuter railroads: SEPTA has a peculiar situation in which the rail employees are covered by Federal Employers Liability Act and the subway employees by state workers compensation.

The costs are skyrocketing. The railroads are suffering the same kind of explosion in jury verdicts that doctors and hospitals and producers of goods are. Our employment went down over 40 percent in this decade; our injuries to employees went down over 60 percent; but our payout under FELA more than doubled.

In the case of AMTRAK, the GAO estimated, for example, that they would save about 73 percent of their payout in the state of Indiana and about 11 percent in the state of Connecticut. It's a bad system. Any system, I suggest, under which an employee in order to collect compensation for an on-duty injury must establish the negligence of his employer, even though he's without negligence, is a bad system.

It has other deficiencies: It inhibits rehabilitation because it's obviously to the lawyer's benefit to bring the employee into court years later in the worst possible condition that he can. There are enormous transaction costs—the lawyers are charging 25 to 40 percent of the recovery and they are the principal beneficiaries of this system, about $150 to $200 million a year. It drives wedges, it's a contentious system, it drives wedges between employers and employees. It jeopardizes the proliferating small railroads that are growing up by the dozens over the country. We had a case just recently in which a railroad of 121 miles with a net worth of $3 million was socked with a $9 million judgment in a single FELA case.

The Secretary of Transportation, in his recent national transportation policy statement, recommends its abolition, the Federal Court Study Commission composed of distinguished federal judges and attorneys has recently recommended its abolition.

I will say finally only this: that it is suggested that it is necessary as a matter of safety. There are plenty of incentives in the rail industry for safety apart FELA. The potential liability of a hazardous material spill or explosion is enormous. The rail industry is not uniquely hazardous; as a matter of fact, in the last tabulation by the National Safety Council, we rate above the average in terms of the 130 or so industries there ranked. And it inhibits safety in the sense that there is fingerpointing going on one to the other, rather than an effort to discover the true causes of accidents.

In any case, what the AMTRAK proposal furnishes is an opportunity to put these contentions on either side to the test and we would strongly support that proposal when it comes up for consideration again.

Thank you very much, Mr. Chairman.

[The prepared statement of Mr. Dempsey follows:]

Testimony of William H. Dempsey
President of the Association of American Railroads
Before the Subcommittee on Transportation
# of the House Appropriations Committee
April 26, 1990

My name is William H. Dempsey. I am President of the Association of American Railroads, whose members include all the major freight railroads and Amtrak. At a hearing before this subcommittee on March 21, questions about the Federal Employers' Liability Act (FELA) were raised during the testimony of Amtrak Chairman, Graham Claytor, and Federal Railroad Administrator, Gilbert Carmichael. Chairman Claytor discussed Amtrak's proposal to conduct a three year test during which Amtrak employees would be covered under the state workers' compensation system. This test would give Congress an opportunity to compare and evaluate the operation of workers' compensation in a railroad environment. I would like to take this opportunity to express the AAR's support for Amtrak's proposal, and to describe to the subcommittee some of the freight railroad industry's concerns about FELA, which coincide with those of Amtrak.

FELA is the law that provides compensation to railroad employees who are injured in the course of their employment. It is a fault-based system that requires the employee to prove that his or her injury was caused by the railroad's negligence in order to receive compensation. Further, FELA requires that compensation be reduced in proportion to the employee's negligence. After an accident, if the employee and the railroad are unable to reach a settlement, the employee must file a lawsuit in order to receive compensation. As a result, some injured employees receive very large compensation awards, while others get little or nothing. Attorneys are playing an increasingly prominent role in FELA claims and, as a result, a substantial amount of the money awarded to employees is siphoned off to pay their fees. By encouraging litigation, FELA works against the interest of both the railroads and their employees.

When FELA was enacted in 1908, there were no state workers' compensation systems. Indeed, most workers had little recourse if they were injured on the job. However, shortly after FELA was enacted, the states began to pass no-fault compensation laws to provide benefits to employees who were hurt on the job. The basic idea behind workers' compensation is that all workers suffering job-related injuries should be entitled to prompt, certain compensation regardless of who was at fault in causing the injury.

Today all fifty states have no-fault workers' compensation laws--the last having been enacted in 1949. The Federal government has also enacted no-fault laws to cover both its own employees (under the Federal Employees' Compensation Act), and maritime workers (under the Longshore and Harbor Workers' Compensation Act). Thus, outside the railroad industry (and seamen coming within the jurisdiction of the Jones Act), no-fault compensation laws are the universally accepted method of addressing work place injuries.

The railroads' experience with FELA has convinced the industry that it is essential that FELA be replaced with a no-fault compensation system. From the standpoint of equity, economics and employee-employer relations, FELA simply cannot be justified. Furthermore, the contention, advanced by some of FELA's supporters, that FELA is the primary safety incentive operating in the railroad industry, is utterly without merit.

FELA is an excessively expensive system for both Amtrak and the freight railroads. During the past decade the payout under FELA has increased dramatically and far in excess of the rate of inflation, from $296 million in 1979 to $811 million in 1988--an increase of 174 percent, or 78 percent in constant dollars. These dramatic increases have occurred during a period when both railroad employment and job related injuries have declined steadily. (Attached as Exhibit 1 is a chart detailing the employment, injury and payout trends between 1979 and 1988). In addition to payout, Amtrak and the freight railroads must bear the expense of administering and defending FELA claims and lawsuits filed by employees.

Supporters of FELA have argued that the dramatic cost increases the system has experienced in recent years is primarily attributable to medical inflation. This is not the case. Railroad employees are covered by health insurance, funded solely by the railroads, that includes coverage for medical expenses resulting from on duty injuries. Typically, an injured railroad worker's medical expenses are paid as a matter of course regardless of the disposition of his or her FELA claim, and these expenses are not included as a component of the industry's FELA payout. Thus, the dramatic cost increases reported by the railroads is wholly independent of medical costs.

Though the costs of the workers' compensation systems vary from state to state, on the whole the state systems are significantly less costly than FELA. The AAR has estimated that the railroad industry could save as much as 40-50 percent were it to switch to the state systems.[1] A 1986 study by the General Accounting Office compared the cost of FELA with the cost of workers' compensation in the states of Connecticut and Indiana and found that Amtrak would have saved about 11 percent under Connecticut's law and about 73 percent under Indiana's law.[2]

Virtually all other industries, including the airline and bus companies that compete with Amtrak, and the truckers that compete with freight railroads, are covered by the state workers' compensation systems. Thus, railroads alone are forced to bear the excessive costs of the FELA. This puts the rail industry at a distinct competitive disadvantage; diverting passengers and traffic that would otherwise move by rail to other modes, and causing shippers who are reliant on rail transportation to bear the costs added by FELA. This has been recognized by many shippers who have publicly urged that FELA be replaced with a no-fault system.[3]

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[1] Association of American Railroads, Study of FELA and Workers' Compensation Costs, Parts B and C. Prepared by Presley & Associates (August 1989) [on file at the AAR].

[2] United States General Accounting Office, AMTRAK, Comparison of Employee Injury Claims Under Federal and State Laws, (August 1986).

Not only does FELA put the industry at a competitive disadvantage, it threatens the very viability of smaller carriers. Since partial deregulation of the industry by the Staggers Act, there has been a tremendous growth in the number of shortline and regional railroads. These carriers have entered markets which were no longer economically viable for the larger carriers, with the effect of preserving rail service for many small and rural communities. However, the uncapped nature of liability under FELA can have devastating consequences for small carriers, and threatens this positive trend in the rail industry. In 1988, the Terminal Railroad Association laid off 68 employees as a result of three large FELA judgments.[4] Earlier this year, a jury in Springfield, Illinois returned a $9 million FELA verdict against the Chicago & Illinois Midland Railway Company, a 121 mile railroad running between Peoria and Taylorville, Illinois, whose net worth is only about $3 million.

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[3] See e.g., Federal Employers' Liability Act, Hearing Before the Subcommittee on Transportation and Hazardous Materials of the Committee on Energy and Commerce, House of Representatives, 101st Cong., 1st Sess. (November 1, 1989)(Statements of Cargill, Inc., James River Corporation, Virginia Power & Light Co. and Weyerhauser Company).

[4] Belleville News-Democrat, March 13, 1988.

In addition to being inequitable to the railroad industry, FELA results in unfair and inconsistent treatment of rail employees. Some workers receive large windfall awards. However, because recovery is predicated on a showing of fault, other workers receive little or nothing. About one quarter of the injured workers who take their cases to trial are awarded no compensation. In the past three years, nearly half of the workers who went to trial received less than the railroad had offered in settlement of the claim.

As I mentioned earlier, workers who do recover under FELA must pay a substantial portion of their award in legal fees and litigation related expenses. Attorneys, who represent FELA claimants in nearly one third of the cases, charge contingency fees of 25 to 40 percent. It is estimated that these attorneys collected $150 - $200 million in fees in 1988 alone. Members of the FELA bar are the system's biggest beneficiaries and staunchest defenders. Notwithstanding the interests of the FELA bar, it is unsound public policy to retain a compensation law under which a substantial amount of the money earmarked for compensating employees never reaches the employees' pockets.

FELA also is very detrimental to employer-employee relations.

Whenever a worker is injured on the job an adversarial relation is fostered with the employer. This is particularly so when the worker retains an attorney. Workers know that to recover for their injuries they must show that the railroad was at fault. Similarly, the railroad can reduce its liability by proving the worker was partially to blame.

In addition to creating antagonism between the employer and employee, the fault-based nature of FELA undermines work place safety by creating obstacles to cooperation between the employer and employee that is necessary for effective safety programs. Under FELA, both parties have a financial interest in showing the other was at fault. Fellow workers who may have witnessed an accident are aware that their testimony can affect their co-worker's right to compensation. In fact, a handbook for railroad employees suggests that when approached by the railroad about an accident, the employee "say as little as possible" and "politely refuse assistance if possible."[5] This type of atmosphere can hamper accident investigations and result in obscuring the true causes of many accidents, making meaningful safety improvements more difficult.

The Amtrak proposal would allow for an assessment of the contention that safety would suffer in FELA's absence. This charge has frequently been made by some of FELA's supporters, yet they offer no evidence to support their claims that railroad work is unusually dangerous or that FELA provides a superior safety incentive. If Amtrak were put under the jurisdiction of the workers' compensation system for a period of time, it could be determined if there was any significant effect on safety, with respect to either employees or passengers, as a result of switching compensation systems. FELA's supporters vehemently oppose this test. Perhaps it is because they fear it will expose the bankruptcy of their claims about safety.

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[5] J. Blount & E. Dvorak, JUSTICE FOR THE INJURED RAILROAD WORKER (1987). pp. 3,7.

The railroads are convinced that replacing FELA with the state workers' compensation systems will be of great benefit to the industry as well as its employees. In addition, the Secretary of Transportation[6] and the Federal Courts Study Committee[7] have recently expressed their support for replacing FELA with the workers' compensation system. While these and every other objective examination of which I am aware conclude that FELA should be replaced by a workers' compensation system, controversy remains. The proposal put forth by Amtrak would provide Congress with an excellent means of evaluating the various claims about FELA and determining if the workers' compensation system can more effectively and fairly meet the needs of the railroads and their employees than FELA.

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[6] U.S. DEPARTMENT OF TRANSPORTATION, MOVING AMERICA, NEW DIRECTIONS, NEW OPPORTUNITIES: A STATEMENT OF NATIONAL TRANSPORTATION POLICY STRATEGIES FOR ACTION, 120 (February 1990).

[7] REPORT OF THE FEDERAL COURTS STUDY COMMITTEE, 62-63 (April 1990). The Committee found that "workers' compensation schemes ... deliver benefits in less time, are less costly than court actions, save attorneys' fees, and are no-fault ..." id. at 62. The Committee concluded that "[w]e believe that today's state workers' compensation laws are ... adequate to cover injuries to railway employees." id. at 63.

EXHIBIT 1

FEDERAL EMPLOYERS' LIABILITY ACT ANNUAL TRENDS

	Railroad Employment*	FRA Reportable Injuries, Deaths & Illnesses**	FELA Payout* (in millions)
1979	487,534	67,025	$296
1980	475,930	56,428	343
1981	459,711	47,903	398
1982	385,136	36,110	410
1983	353,418	30,477	406
1984	354,639	33,423	504
1985	312,489	29,868	526
1986	286,417	22,444	585
1987	273,429	22,137	686
1988	268,208	22,616	811

* Source - AAR Annual Claims and Litigation Report

** Source - Federal Railroad Administration

Mr. **Lehman**. If you shifted this to the states, are the states opposed to changing FELA? Do you have any opposition from the states?

Mr. **Dempsey**. I don't know of any position that the states as a group have taken. Bob, do you know?

Mr. **Lehman**. By the way, Bob, it's good to have you with us this year, as always.

Mr. **Blanchett**. Thank you, Mr. Chairman. I appreciate it. We are aware of no opposition from the states. We haven't gone through the details with them, but the American Legislative Conference has found in favor of repeal of FELA, so that we would just go into the pool like the competition, trucks and the airlines.

Mr. **Lehman**. As you said, accidents are down, payouts are out. Does that mean that each accident is costing a lot more money? Are the accidents more serious or what?

Mr. **Blanchett**. The accidents are down about 63 or 65 percent over the decade, and the payout is up over 100 percent. And employment is down over 40 percent. That is not surprising at all. Our experience is not unique; it is the experience of the general defendant situation in tort cases in the United States. I think the Congress and all the state legislatures are familiar with this phenomenon and various efforts are being made to control it, but there it is.

Mr. **Lehman**. I just wonder whether the high costs to the railroads of FELA, may have a beneficial side as an effect on making railroads concentrate more on safety.

Mr. **Dempsey**. Well, that's what the unions contend. Now, if that were true, then all fifty states should repeal their state workers compensation laws and go back to the tort system of litigation. But that obviously is not the judgment that's shared by anybody in any state legislature, nor in the Congress. As I indicated before, the potential liability for a train accident, when you're carrying the kind of hazardous materials that we carry, is enormous. But in any case, what I suggest about that—and the railroads are safer than the average industry according to the rankings of the National Safety Council. But in any case, the great virtue of the AMTRAK proposal is that AMTRAK says in effect, "Well, we don't believe it's so, but let's see what happens over a test period of time."

Mr. **Lehman**. As you know, AMTRAK has requested a demo project, just for them, on this.

Mr. **Dempsey**. Yes, sir.

Mr. **Lehman**. And whether we wanted to do this or not, we cannot do it until we have the authorizing agreement. I think the first thing we have to do is to try to get the Energy and Commerce Committee to permit or to sign off on this demo project and then we can try perhaps to move on it. But until such time, you're really speaking to the wrong committee.

Mr. **Dempsey**. I appreciate that. But the question was raised and the issue may come before you, and it does have to do with appropriations for AMTRAK. So I do appreciate the opportunity to spend this time.

Mr. **Lehman**. Mr. Coughlin?

Mr. **Coughlin**. Thank you, Mr. Chairman. We welcome you here. You both have very distinguished backgrounds indeed in the rail industry. As the Chairman pointed out, I certainly am sympathetic to what you're proposing, but we need your help with the authorizing committee to get some movement there before we can do anything in this committee.

Mr. **Dempsey**. You'll have our help. It doesn't require too much more than that.

Mr. **Coughlin**. I would hope that you would make a strong case to them.

Mr. **Dempsey**. We will certainly do our best, Congressman.

Mr. **Coughlin**. Thank you, Mr. Chairman.

Mr. **Dempsey**. Thank you very much.

Mr. **Lehman**. Larry Mann.

THURSDAY, APRIL 26, 1990.

FEDERAL RAILROAD ADMINISTRATION, RAILWAY LABOR EXECUTIVES, ASSOCIATION (RLEA)

WITNESS

LARRY MANN, ATTORNEY FOR RAILWAY SAFETY

Mr. **Mann**. Thank you, Mr. Chairman. I am an attorney for the Railway Labor Executives' Association and I'm going to talk with you about two matters: one is rail safety and the other is on AMTRAK. But let me just preface whatever I have to say with that rail labor is unalterably opposed to the repeal of FELA. We think it's working, it's working effectively, and as you pointed out, this is not the committee to argue the merits or non merits of that issue, it's being handled now in front of the Energy and Commerce Committee. But it is the last vestige of safety. If you have an opportunity to review my testimony on the safety picture, you will see that things aren't as rosy as the Association of American Railroads would have you to believe it is. The point being, however, that the employees are 10 percent of the work force injured each year. And if you look at that, it's even greater because that includes all of the work force, and if you narrow it down to just those that are pretty much affected with the operations, it's probably closer to 20 percent per year. But again, I'm not arguing that issue here thirning.

I do want to focus on just a few points with respect to the safety appropriations. First, if I might direct you to the research and development monies that the FRA is seeking. We don't oppose the appropriation they are seeking; our problem is what they focus the funds on. For example, there is close to a third of the accidents attributable to human error. And in my review of the last couple years, there hasn't been any studies, any substantial studies, showing the possible problems that exist with human error.

For example, in an accident in Pennsylvania, Thompsontown is the location, a couple of years ago, the National Transportation Safety Board said that the accident was caused by irregular work hours and non sleep induced operations. The FRA said well, we don't have jurisdiction over hours of service to promulgate regulations, therefore, we're not going to study it. That's crazy. They've got jurisdiction over all safety. The fact that they don't have regulatory authority over hours of service doesn't mean they should not get to the root of what's causing human error.

So we're saying please direct some money to human error accidents, and not just to the hardware research and development money.

A word about the states—unfortunately, in fiscal 1989, you cut out the funding for the states. But I can tell you, and you will have another witness following me from AASHTO, that you're getting the biggest bang for your buck with state inspectors because you're getting a full inspector at half the cost to the Federal Government. There are 112, I think, inspectors now in the state inspectors in 31 states right now. And, Mr. Coughlin, in your state I think there's 14. You probably have as much as any state in the country. And if you could get—and we're not asking for that much. The states want, I think, around $3 million to $3.5 million, which you've given them every since 1970, when the Safety Act was passed, because that's what the Act provides, a joint relationship. I would hope you would restore that.

The grade crossing problem in the country is atrocious. It is the one area which is the highest cause of deaths in the nation's railroad scene. And absolutely nothing is being done in that area. Congress required in the 1988 Safety Act to require the Federal Railroad Administration to promulgate regulations covering maintenance, testing and inspection of grade crossings. They haven't even issued a notice of proposed rulemaking yet. It's that kind of thing—it's a total failure, we believe, at the Federal Railroad Administration level of adequate enforcement. And they've been criticized by the General Accounting Office, the NTSB, many, many public arenas, they've been criticized and still we have the same story.

Last year, the accidents increased, the injuries increased, the deaths increased, grade crossing accidents increased. Everything is increasing, not getting better as some people would have you to believe. And of course this relates to hazardous materials. As you know, Mr. Coughlin, we had an accident in Pennsylvania this past week where the Allegheny River tributaries were flooded with crude oil. Real serious problems with inspections; real serious problems with enforcement.

We support the FRA's effort, but we want them to do a decent job, and only your committee can provide the ability for them to do it with adequate funding and keeping a little hammer over their heads to do the job that Congress wants them to do.

Now, if I just may shift my focus to AMTRAK for a moment. We support AMTRAK's proposed $684 million for fiscal year 1991. They're doing a fine job. But what disturbs us is that they're trying to take the hides out of the workers to pay for this downfall that they have. Right now, they're about 75 percent of operating costs, which is great. But if you listen closely to Mr. Claytor, he's basically taking the credit. You know, the workers are doing a big job there. In productivity, they've taken a 12 percent pay cut to get AMTRAK moving.

And if it were not for rail labor, specifically the Railway Labor Executives' Association, I don't think AMTRAK would have even been in existence. But we support their appropriation and we oppose their proposal to repeal Railroad Retirement, FELA, etc.,

etc. Of course, that is not the purpose of your committee at this moment because you are dealing with appropriations, but they are seeking to undercut the workers in every way they can. There is a terrible employee-management relations problem going on there right now. I don't know the root of it, I haven't been involved in the details of it. But it exists. And to cut out AMTRAK as the Administration would have you do, would be a terrible loss to the country, not only the direct costs if you happen to have to dismantle it, but just take between here and New York, they're carrying about 4,400 passengers a day. You would need 40 additional airline trips to handle those passengers. You can't do it.

I will conclude now, Mr. Chairman. I'm available for any questioning.

[The prepared statement of Mr. Mann follows:]

APRIL 26, 1990

STATEMENT OF
LAWRENCE M. MANN
RAILWAY LABOR EXECUTIVES' ASSOCIATION

BEFORE THE
COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON TRANSPORTATION
ON THE FEDERAL RAILROAD ADMINISTRATION'S APPROPRIATION FOR FY 1991

The Railway Labor Executives' Association ("RLEA") is pleased to have the opportunity to present its views on the Federal Railroad Administration's proposed budget request for FY 1991. The RLEA represents the following crafts of railroad workers in this country and the names of the constituent organizations are:

American Railway & Airway Supervisors' Association, Division of TCU
American Train Dispatchers Association
Brotherhood of Maintenance of Way Employes
Brotherhood of Railroad Signalmen
Brotherhood of Railway Carmen, Division of TCU
Brotherhood of Locomotive Engineers
Hotel Employees & Restaurant Employees International Union
International Association of Machinists & Aerospace Workers
International Brotherhood of Boilermakers & Blacksmiths
International Brotherhood of Electrical Workers
International Brotherhood of Firemen & Oilers
International Longshoremen's Association
National Marine Engineers' Beneficial Association
Sheet Metal Workers' International Association
Seafarers' International Union of North America
Transportation Communications Union
Transport Workers' Union of America

Once again, the perennial problem at the Federal Railroad Administration ("FRA") is its failure to enforce the statutes and regulations it is charged with overseeing. Last year, we pointed out criticism of the FRA from both the National Transportation Safety Board and the General Accounting Office. We had hoped that two admonishments from independent Federal agencies would send a message to FRA to begin enforcing its regulations. However, 1989 saw little change in FRA's enforcement activities.

One of the single greatest enforcement concerns with FRA relates to its failure to enforce the hazardous materials regulations. In November, 1989, the GAO issued a report to the Chairman of the House Committee on Energy and Commerce, titled DOT Should Better Manage Its Hazardous Materials Inspection Program. In this report, the GAO found that "FRA does not have enough staff to accomplish its objective of ensuring that shippers and railroads are complying with RSPA's regulations." GAO/RCED-90-43. FRA has been quick to respond, by claiming that in 1989 it collected over 4.6 million dollars in civil penalties. This is only 1/2 of the picture. FRA's proud numbers are insignificant when compared to its civil penalty collection system. In 1989, FRA closed 355 hazardous materials violations, originally assessed at $1,209,500. Of this amount, only $636,460 was collected from hazardous materials violations, and some, if not most of this amount resulted after two or three years of negotiations. At best, FRA discount on hazardous materials violations is 1/2 the original value, with each concluded violation having only an average assessed value of $1,792. As Mr. Mark Lindsey, Chief Counsel of the FRA, recently informed the Senate Subcommittee On

Appropriations, a two thousand dollar fine is insignificant to a company that makes a billion dollars a year. A thousand dollar fine has little deterrent effect on the shippers and transporters of hazardous materials.

Of even greater concern is the fact that only 10% of the FRA's inspection force are hazardous materials inspectors. For FY '90 the FRA was authorized to employ an additional 40 safety inspectors of which an undetermined number were to be hazardous materials inspectors. In the Senate Appropriation Committee report on the DOT's FY '90 budget, it is pointed out that the Committee is concerned "that the total sum of civil penalty forfeiture collected during fiscal year 1988 is sending an inappropriate message to industry and to railroad employees and the hazardous materials community. Meaningful levels of penalties are needed to reduce noncompliance." See, S. Rep. No. 101-121 at p. 89.

Rail labor has complained over and over again that the FRA is not adequately enforcing the laws and regulations. We need assistance from Congress to improve FRA's commitment to assure a safe railroad system, and the agency's lack of sufficient personnel to accomplish the task. Whatever the cause may be, Congress can correct this stagnation at FRA by an infusion of adequate funding for additional safety inspectors. The inspectors' regular presence at the work sites will certainly help create an incentive for railroads to comply with the safety laws. The present field force is woefully too small to even dent the enforcement needs. We hope Congress will be more responsive and take a vigorous approach to require better enforcement by appropriating more funds for safety inspectors.

The proposed FY '91 budget of FRA does not seek authority for any additional inspectors. Most of the slots vacant under the FY '90 were not filled until until very recently. Nevertheless, with a current staff of 322 inspectors FRA is required to inspect an increasing number of track miles, locomotives and freight cars. This is a nearly impossible task.

On the whole, the FRA safety inspectors are competent and hard working. However, because of instructions from the Regional Directors and the Washington officials, inspectors are not performing the duties demanded of their jobs. Nearly one-half of the Federal inspectors are generally unable to cover their territories, and in most cases their responsibilities are so broad that they cannot cover their complete territories. Some inspectors pointed out to the GAO in 1982 that it would take them three to five years to cover their territories, and others acknowledge that some major facilities and inspection points had not been inspected by FRA in years.

Another disturbing issue which arises frequently is that travel funds for inspectors are curtailed. During 1989 inspectors in some regions were restricted to 1,350 travel miles per month. In view of the fact that some inspectors have responsibilities covering several states, the administrative order eliminating travel also eliminated safety inspections. It is very simple, if the inspector cannot complete his duties, then the defects will never be discovered.

On July 6, 1989, the NTSB rebuked the FRA for its inadequate enforcement program. In NTSB/RAR-89/04 the Board documented numerous instances of FRA oversight and neglect that contributed to the head-on collision near Altoona, Iowa, on July 30, 1988. The accident killed two operating personnel, released hazardous materials and caused estimated damages above $1,000,000.00. The Board concluded (1) that the FRA failed to follow up on the status of the signal system, (2) the FRA failed to oversee railroad operations and failed to take enforcement action for noncompliance with Federal regulations and (3) the FRA did not have a system to follow up on reported defects on the railroad. In NTSB/RAR-89/04, the NTSB told the FRA to:

> Develop and implement a program that will (1) provide consistent followup of defects noted on inspection reports to verify that corrective action has been taken, (2) outline in detail the responsibilities of field and headquarters personnel regarding defects and violations noted, and (3) alert FRA officials of carriers' noncompliance with Federal regulations and trends in carriers' operations.

This recommendation was underscored by NTSB Member Jim Burnett's dissent which found:

> Our investigation establishes that the Federal Railroad Administration (FRA) failed to do its job, which in turn led to this accident.

This example is not unique. From rail labor's perspective this is centered in FRA's lack of commitment to assure a safe railroad system, and the agency's lack of sufficient personnel to accomplish the task. Whatever the cause may be, stagnation at FRA can be partially corrected by an infusion of additional safety inspectors. The inspector's regular presence at the work sites will certainly help create an incentive for railroads to comply with the safety laws. The present field force is woefully too small to even dent the enforcement needs. The lack of enforcement is a major concern and, if not changed soon, the railroad industry will face the similar catastrophes to those occurring under the present OSHA program. See, Criminal Penalties For OSHA Violations, Hearings Before The Committee On Governmental Operations, 100th Cong., 2nd Sess. (February 4, 1988).

The GAO has also stated that FRA's oversight of self-reporting by the railroads has not been sufficient to contain consistently accurate injury and accident reports. See Railroad Safety - FRA Needs To Correct Deficiencies In Reporting Injuries And Accidents. GAO/RCED-89-109. Virtually every time the previous FRA Administrator testified before the House and Senate Appropriations Committees, he said that rail safety had been improving. However, GAO concluded that its work showing inaccuracies in the injury and accident data cast a doubt as to the degree to which safety has improved. FRA reports that in most areas safety has improved. Viewed in the light of the GAO report, FRA's statements are questionable. One of the most alarming safety problems exists at grade crossings. This is shown by a comparison of accidents and incidents in 1988 to 1989 is the tragedy at grade crossings. Rail-highway grade crossing injuries have increased 8.6%, rising from 2,589 in 1988 to 2,812 in 1989. The number of fatalities at crossings increased 14.66%, rising from 689 in 1988 to 790 in 1989.

There is another reason for our criticism of FRA that safety is not given a high priority. It is the lack of sufficient help from the states because of the failure of Congress to provide funding to the states. In Fy '89, Congress broke its long-standing pledge to the states in 1970 that there would be a federal-state partnership to enforce rail safety.

In Moving America, New Directions, New Opportunities, the Secretary of Transportation's statement on a National Transportation Policy, the Bush Administration advocates an obtuse Federal-State partnership. The National Transportation Policy wants the state and local governments to provide the major share of public sector transportation financing.

> Federal transportation policy is grounded on a set of fundamental principles for achieving national goals within the basic framework for Federal involvement, relying on the free market to the maximum extent possible. Where the market fails to take into account all public costs of a particular transportation activity or service, such as safety or environmental impacts, then Federal policy can be used to correct those imbalances, to improve the general public welfare.

Id. at p. 42-43. The entire purpose of the Federal Railroad Safety Act, 45 U.S.C. § 421 et seq., was to abolish the railroad industry's "free market regulation." "The bulk of existing railroad safety practices were developed over the years by the industry itself. For many years they met the the safety requirements and produced the present safety record." The state of the then existing safety record was abundantly clear: "The most obvious trend in any recent examination of railroad safety is the large and steady increase in the number of train accidents." Report Of The Task Force On Railroad Safety, Submitted to the Secretary of Transportation, June 30, 1969. See also, Federal Railroad Safety Act of 1969: Hearings on S. 1933, S.

2915, and S. 3061 Before the Subcommittee on Surface Transportation of the Senate Committee on Commerce, 91st Cong., 1st Sess. pp. 373-378 (1969). The railroads failed in their attempt to self-regulate and Congress long ago declared its policy on railroad safety by adopting the Federal Railroad Safety Act. Today, the inadequacy of the FRA enforcement provisions, coupled with the increase in accidents and incidents, and the fact that railroads are now becoming the chief transporter of hazardous materials proves there can no longer be laissez faire regulation.

In GAO Report No. GAO/RCED-90-43 it was recommended to the Secretary of Transportation to

> perform a comprehensive survey of states with railroad inspection programs to determine the degree of interest in allowing state inspectors to perform hazardous materials inspections. If so indicated by the results, DOT should request legislative changes that would authorize state participation in the federal hazardous materials inspection program.

Id. at p. 27. The current proposal of the Administration also eliminates any funding for the states. The involvement of the states is extremely important in helping to improve safety. Currently, there are 31 states employing 111 inspectors participating in safety inspections. The states have invested substantial time and effort in establishing an effective program. If FRA's attitude in dealing with the states were not so uncooperative, significant assistance could be obtained to help assure that the railroads comply with the laws and regulations.

There is presently pending in Congress legislation which would give states more authority to enforce the federal railroad safety laws and to allow states to keep the fines levied under those laws. RLEA supports such proposals. It would serve the dual effect of giving a state more direct involvement in the protection of the public within the state and would provide a means for financial support of the safety inspection and enforcement staff. This latter is particularly needed because of the federal funding cut-off since FY '89. The States can and will provide excellent inspection programs that will ease the burden on the federal inspection force.

Another issue of great concern involves the report by the National Safety Transportation Board relating to the Thompsontown, Pennsylvania, accident on January 14, 1988. That is the use of research and development funds for matters having little impact on safety. As in all the past years, the FRA's research funds were used primarily for hardware research. Approximately 1/3 of all accidents are attributable to human error. Therefore, RLEA believes more research is necessary into the working conditions of employees. As the NTSB said in its Thompsontown report -- the probable cause of this accident was the sleep-deprived condition of the crew. Why hasn't FRA initiated a study of the effect of sleep habits and irregular work hours upon the safety of rail operations? We believe that FRA's priorities are out of whack. Congress should require that all of FRA's research funds be directly related to safety.

We would also like to request that you earmark a Grant to railway labor for an alcohol and drug abuse prevention and education program. There has been a great deal of effort by FRA and all other modal agencies to implement the police tactics random urinalysis testing. We note here that contrary to FRA's and Secretary Skinner's predictions of a 8-10% positive rate, the number of reported positives is running below 2%. On the Burlington Northern, 1,845 employees have been tested and only eight (8) have verified positives. Rail labor is a responsible and law abiding group. Nevertheless, nothing has been done to accomplish an education program where employees are shown the benefits of self-control and the harm of drug and alcohol abuse. We believe a $100,000 grant will be sufficient to begin an education program that will be more safety related. If the program is administered by the unions, it is more likely that the employees will feel less intimidated and would be very successful.

Finally, FRA recently boasted before this Subcommittee and the Senate Subcommittee on Transportation that its efforts under the Rail Safety Improvement Act are progressing with success. This is not accurate. FRA has not issued regulations on the following:

1. Event Recorders
2. Maintenance of signals at grade crossings.
3. Training standards for train dispatchers.
4. Railroad employee supplements to accident reports.
5. Qualification standards for locomotive engineers.
6. Bridge Safety for maintenance-of-way employes.

Concerning the automatic train control regulation recently issued, the Associate Administrator is already contemplating granting waivers to certain railroads including SEPTA. SEPTA is perhaps the most unsafe railroad in the Northeast Corridor and the FRA apparently wants it to stay that way.

We have a serious concern about the maintenance of way employes. In 45 U.S.C. § 431(n), the FRA was told to issue regulations concerning safety for maintenance of way employes within one year from June 22, 1988. FRA has issued only a blue flag protection regulation to protect workers in camp cars. The FRA has been presented with a joint proposal from rail labor and the Association of American Railroads concerning camp car safety and health. Maintenance of way employes are currently required to live in deplorable conditions, described as far worse than migrant labor camps. Thus, when a joint proposal was submitted for FRA's blessing, rail labor was hopeful for some positive response.

This week has been marred by three rail accidents. Preliminary indicators all point to system and not human error. Rail labor accepts responsibility when errors cause accidents. We hope FRA accepts its responsibility by enforcing the regulations. In conclusion, RLEA wants to see a commitment from Congress that rail safety will be given very high priority. This cannot be accomplished without adequate funding for more safety inspectors, assistance to the states, more travel funds, and direct control over the use of research funds.

Mr. Lehman. I asked most of my questions to the previous witness, so I'll yield to Mr. Coughlin.

Mr. Coughlin. Thank you, Mr. Chairman. As you know, it's really been this Subcommittee that has kept AMTRAK on the rails in a very real sense.

Mr. Mann. And we appreciate that.

Mr. Coughlin. And as one of the things that I've observed as a regular user of AMTRAK is certainly what appears to be a much better attitude on the part of the employees which would seem to reflect better working conditions, not poorer working conditions on AMTRAK. They certainly are taking better care, seem to be doing their work more, and you're saying just the opposite—that morale is not good onboard AMTRAK?

Mr. Mann. As it is directed to the passengers, I think the employees certainly are paying close attention to the public. But as it relates to the management collective bargaining issues, it's very tense at this moment, and we're having great difficulties.

Mr. Coughlin. My observation would have been morale is pretty good among AMTRAK employees, but you don't think that's the case?

Mr. Mann. I do not.

Mr. Coughlin. Thank you, Mr. Chairman.

Mr. Lehman. Mr. Durbin.

Mr. Durbin. Thank you. And I'm sorry I wasn't here for your entire testimony. I must confess some bias as we get started here. My mother, father, two brothers and I were all members of the Brotherhood of Railway Clerks and so we have some interest in railway labor issues from a family perspective in addition to my professional responsibility here.

I'd like to say two things. First, I believe that some of the tension at AMTRAK may have to do with this whole funding issue. Both management and labor are wondering from year to year whether or not the Administration is going to be supportive and how far Congress will be able to go in a deficit atmosphere. This subcommittee has worked very, very hard and I think everyone is aware of that to try to make certain that the Federal commitment to AMTRAK remains.

I would hate to be in either shoes, management or labor, with this annual effort to eliminate Federal funding and virtually eliminate your agency. I think that AMTRAK has made fantastic strides in improving its efficiency. It is easy for me to stand up and defend them; my community is served by AMTRAK and the service is absolutely critical to the people who live there. It's also, I think, instructive that when an amendment was offered by one of our colleagues on the floor to end Federal subsidies for AMTRAK last year that it went down to ignominious defeat. It's clear to me that Congress supports AMTRAK and its future.

Let me say one word in defense of Mr. Claytor. I don't have to sit across the table from him and debate a labor issue; you may have to. I will say that during the course of his testimony before this subcommittee a few weeks ago, I started off my questioning of him by congratulating him for his leadership. He interrupted me in mid-sentence and said don't congratulate me, it's a team effort. It's the people out there working for AMTRAK from the bottom all the way to the top that have made this happen. And he had made that part of the record. I don't know, as I say, how that would apply to any specific issue which you are debating, but I can say honestly that the man recognizes that without the assistance of everyone involved in the AMTRAK work force, they wouldn't be the success story they are today. Thank you, Mr. Chairman.

Mr. MANN. I think that's accurate. Thank you.

Mr. LEHMAN. Thank you very much. Mr. Druham from AASHTO.

THURSDAY, APRIL 26, 1990.

FEDERAL RAILROAD ADMINISTRATION, AMERICAN ASSOCIATION OF STATE HIGHWAY AND TRANSPORTATION OFFICIALS (AASHTO)

WITNESSES

HORACE B. EDWARDS, SECRETARY, KANSAS DOT

WILLIAM DRUHAM, PROGRAM DIRECTOR, AASHTO

Mr. DRUHAM. Good morning, Mr. Chairman. As your witness list showed, I am replacing Horace B. Edwards. Horace is the Secretary of Transportation for the State of Kansas and he's also Chairman of our Rail Committee. I am William T. Druham. I am a Program Director for AASHTO, and I'm here in my capacity as Secretary for NCSRO, which is a standing committee of AASHTO. Mr. Edwards had to cancel; he's appearing for his own budget in Kansas and he figured that was a little more important.

We're here for three separate programs: the local rail service assistance program, the state safety participation program and AMTRAK.

For the local rail service assistance program, we request an appropriation of $23 million, represented by the two authorizations that we receive for fiscal year 1990–91. We only received $7 million for 1990, so we request the additional $8 million for that year and the $15 million that was authorized for 1991.

The local rail service assistance program has been around for 15 years, and it's been highly vocal by all members. To my knowledge, I don't know of anybody who has opposed the program. The problem has always been the availability of funding. Last year when I testified, the question was why don't you go get an authorization before you talk to me, and we did accomplish that, and we are grateful for the money that we did receive. We are cognizant of all the difficulty that you had in appropriating that money, but we would remind you of the debate that took place, the fact that the needs for local rail service far exceed anything that we're requesting or that was authorized.

The Federal Railroad Administration said that there's going to be a shortfall of $453 million, and you can't mention that in the same breath with the small amount of money that we're requesting for an appropriation. We could go into any of the needs by Congressional district, by any other means that you would like to discuss. We've pretty well outlined it in the testimony here.

With regard to the railroad safety state participation program, that's been covered by Larry Mann, the last witness, but let me reemphasize the fact that the state inspectors were put into place by Congress by the 1970 Act and for ten years, you've berated the states for not becoming more active. And then when they became more active, they started cutting the funding down to the point where last year, there was no funding at all.

The Federal Railroad Administration is asking for money for additional inspectors. We submit you'll save a lot of money with the program that's in place by funding our inspectors. The number of inspectors and the states involved decreased by two states last year. Mr. Mann said 31 states, it's down to 30 states. Two states had to drop out of the program and others are contemplating it. More importantly, all the inspectors aren't devoting full time to the work because they find the states have other duties for them to perform. It's a true bargain, and for a pittance of money—$3.6 million—we could improve our safety program overall.

If you saw the ABC News this past Monday night, there they talked about the AMTRAK accident in Iowa, the oil spill for the hazardous material in Pennsylvania, and then they had a three-minute segment on rail safety and how the Federal Railroad Administration is not doing an adequate job. They quoted the GAO report, like others, and it's just become widespread publicity which we feel that we can truly alleviate with a small appropriation.

Finally, just a moment about AMTRAK trains. You've heard a lot of testimony about that, but the point that we would like to make that has not been made is that there is a proposal that the state supported trains be completely supported by the states rather than the current 65 percent. We submit that if you put additional burden on the states, they will not support the trains. We used to have fourteen trains supporting AMTRAK trains; we're down to six and we're going to get lower if they don't support the funding at the current level.

Last year, which is not included in the testimony because I didn't have the figures when I prepared it, for the six states for the 403(B) trains, the states contributed $7,168,000. In addition, which is not mentioned by anybody and should not be overlooked, the states in 1989 contributed $34,614,000 for other AMTRAK monies. That is, their other programs: the stations, signalling, bridges, not the operating support for 403(B) trains. So totally, we're well over $40 million, and as I say, if we cannot continue with the same level, we're going to have to drop out of the program, and we don't feel that it is the will of Congress that the AMTRAK stop, and certainly it's been shown that the 403(B) trains are an integral part of the system. They are the feeder to the mainlines, many of our train supports are in better shape than the AMTRAK basic system trains, and there would be no point to doing that.

I thank you for your time, Mr. Chairman, and am willing to answer any questions you might have.

[The prepared statement of Mr. Edwards follows:]

AMERICAN ASSOCIATION OF STATE HIGHWAY AND TRANSPORTATION OFFICIALS

KERMIT H. JUSTICE, President
Secretary
Delaware Department
of Transportation

FRANCIS B. FRANCOIS
Executive Director

STATEMENT BEFORE
THE COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON TRANSPORTATION
U.S. HOUSE OF REPRESENTATIVES

Relating to

FEDERAL RAILROAD PROGRAMS

by

HORACE B. EDWARDS
Secretary, Kansas Department of Transportation

Representing the

AMERICAN ASSOCIATION OF STATE HIGHWAY AND TRANSPORTATION OFFICIALS
444 North Capitol St., NW, Suite 225
Washington, DC 20001

April 26, 1990

Founded in 1914, AASHTO represents the departments concerned with transportation and highways in the fifty states, the District of Columbia and Puerto Rico, to foster the development, operation and maintenance of an integrated national transportation system. The active members of AASHTO are the duly constituted heads and other chief directing officials of the member transportation and highway agencies.

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Mr. Chairman, my name is Horace B. Edwards. I am Secretary of the Kansas Department of Transportation. Today I am representing the American Association of State Highway and Transportation Officials (AASHTO) in my capacity as Chairman of the National Conference of State Railway Officials (NCRSO). I appreciate very much your invitation to appear today to express the Association's views on a number of rail issues.

The purpose of my presentation is to request appropriations for fiscal year 1991 for the continuation of the Local Rail Service Assistance Program, the Railroad Safety State Participation Program, and state supported Amtrak trains.

Local Rail Service Assistance Program

AASHTO requests that the Local Rail Service Assistance Program (LRSA) be appropriated $23 million. This amount consists of $8 million unappropriated for the fiscal year 1990 authorization and the $15 million authorized for fiscal year 1991. The requested appropriation represents a small percentage of the amount demonstrated as needed for the program.

The AASHTO policy pertaining to this program states: "Rail line abandonments, mergers, and acquisitions encouraged by the deregulation of the rail industry, continue to cause dislocations of shippers and disruptions of economies throughout the United States. Funding is needed for acquisition and rehabilitation of portions of the rail system whose continued existence are in the public interest." The AASHTO policy also "urges Congress and the Administration to join in the development of a rail funding program that will assure preservation of an efficient and cost effective rail transportation system."

The LRSA Program was established by the Regional Rail Reorganization Act of 1973. It was originally designed to provide financial support to the states for the continuation of rail freight service on light density lines excluded from the Conrail system. Congress recognized that abandonment of thousands of miles of railroad lines would cause considerable hardship to many shippers and local communities in the region. The Railroad Revitalization and Regulatory Reform Act of 1976 expanded the program to include all states. In 1978, the program was amended to provide capital assistance for rehabilitation and acquisitions before, rather than after, abandonment. In 1981, the program was further amended to specifically prohibit the use of funds for operating subsidies; a provision endorsed by NCSRO.

For the past decade through fiscal year 1990 it was required that 30 percent of the funding for the program come from non-federal sources. This percentage of matching funds was raised to 40 percent for fiscal year 1991. Actually, the states, railroads, and shippers have provided many times the amount required for this match. Although non-federal funding has been provided in excess of the required amount, it should be recognized that in most instances these funds would not have been made available without federal and state "seed funds." In some instances the state funds would not have been available without federal "seed funds."

Although considerable efforts have been made and there have been significant accomplishments, the problems this program was designed to alleviate have not been eliminated. During the past few years, the railroad industry has been undergoing a number of major changes. Significant to the LRSA program, these changes include the merger of a number of larger railroads. These mergers resulted in many branchline abandonments. No region in the country has been exempted by the surge to rationalize systems.

One of the most significant changes in the railroad industry in the past few years has been that in many instances service has been maintained on lines that in the past would have been abandoned. This has been made possible through a proliferation of shortlines and what are termed "regional railroads." Over 200 such railroads have been formed in the past few years. The formation of these new railroads represents a significant change from prior practices. Prior to the enactment of the Staggers Act of 1980 when railroads were completely regulated, it was in the carrier's best interest to neglect service and maintenance on marginally profitable lines until they became so run down there was no alternative to abandonment. Between 1980 and 1987 these lines were sold to entrepreneurs while they were still viable.

These new railroads are essential to many communities throughout the country. It is in everyone's best interest that assistance be provided to enhance their survival. State rail agencies have been instrumental in the formation and continuation of many of these railroads. In order for these activities to continue, however, it is essential that the LRSA Program be adequately funded.

At the present time the continuation of forming new railroads is in doubt. The rail unions asserted to the courts its right to be at the negotiating table when railroads seek to sell branchlines. The Supreme Court decision in the matter was narrowly defined and it is anticipated there will be further litigation. Irrespective of the outcome of this litigation, that is, whether it results in railroads again reverting to abandoning branchlines or if they are able to consummate sales with labor concurrence, there will be a continuing, if not expanded, need for the LRSA program. Many communities adversely affected by abandonments or proposes sales are solely dependant upon rail service. LRSA is essential to these needs.

These new railroads do have a number of difficulties, albeit different from those of the selling carrier. Unlike Class I railroads, regional railroads do not have an economy of scale, maintenance facilities, management specialists, etc. Also, many new carriers under estimate the cost of the massive rehabilitation work invariably necessary. Moreover, it is difficult for many of these new carriers to obtain adequate capital. Thus, assistance is needed in getting organized and/or in order to continue operations after an unscheduled mishap.

In 1988 Congress mandated that FRA conduct a study to determine the extent of deferred maintenance on Class II and III railroads. The survey disclosed that the total rehabilitation needs to remove the effects of deferred maintenance would exceed $600 million. The amount beyond available internal funding would probably be $452 million.

Last year we furnished you a detailed analysis of this study as well as a comparison with a previous similar study made by NCSRO. I will not repeat that information at this time. Suffice to say that the studies unequivocally showed that the needs for the LRSA program far exceed the amounts authorized for the program and fully justify the appropriation request. In fact, to my knowledge, although the program has been the subject of considerable interest and debate, its success and necessity to continue has never been questioned. The only questions are regarding the amount and availability of funds and displeasure with earmarking of funds for certain projects in preference to the normal formula fund distribution provided in the enabling legislation and/or discretionary distributions by the Secretary.

As you are aware, earmarking provides assistance to a few states but deprives the vast majority of states from undertaking any federally assisted projects in accordance with their criteria and priorities. None of the fiscal year 1990 appropriated funds were earmarked for special projects. We respectfully ask that Congress again refrain from this practice.

Railroad Safety State Participation Program

AASHTO requests an appropriation for the Railroad Safety State Participation Program for fiscal year 1990 in an amount sufficient to reimburse the participating states for 50 percent of the costs of the program as authorized by the Act. We estimate this to be $3.65 million.

AASHTO's policy regarding railroad safety improvement and enforcement provides in part: "... a federally funded state/federal partnership of railroad safety inspections is required to assure that the rail industry complies with federal safety standards." The railroad safety state participation program was promulgated by the Rail Safety Act of 1970 and should be continued as it was intended by Congress.

One of the purposes of the 1970 Act was to form a federal/state partnership to assist in solving mutual safety problems. It was not intended to abrogate the federal responsibility for rail safety. State participation in the program is encouraged by the payment of up to 50 percent of state program costs by the federal government. This is not a "grant-in-aid for railroad safety." Rather, it is a partial reimbursement for salaries and other expenses incurred by states in assisting the federal government in its rail safety responsibilities.

FRA supplements the function of state inspectors from participating states and conducts all of the inspections in those states not participating in the program. FRA also monitors the overall administration of the program. This partnership has provided a uniform enforcement of the federal standards among the states. Congress has continually encouraged greater state participation in the program. State participation, however, in many instances is dependent upon federal financial support.

The success of this program is not questioned. In addition to reductions in derailments, as you are aware, the railroad accident and injury rates have decreased considerably in recent years. Although it cannot be stated that this is directly attributable to this program, there is an obvious relationship. If safety improvements are to continue this essential program should not be terminated.

This program continued last year without federal funding, but at a reduced level. In 1988 32 state participated in the program whereas presently 30 states participate with a total of 113 inspectors. Further continuation, at least at this reduced level, is not assured. Moreover, even though states continue to participate in the program, it must be recognized that without federal financial support there is no assurance for the continuation of the coordination and cooperation between the states and FRA. As a consequence, there could be duplication of effort and, more importantly, conversely there could be instances where adequate inspections are not conducted due to a lack of communication between the two responsible agencies. Further, the fact that a state is participating and an inspector is employed, does not preclude additional duties being assigned to the inspector in lieu of the normal inspections if federal funds are not provided.

In summary, Mr. Chairman, failure to fund this program will seriously impair, if not terminate, the existing partnership between the federal and state safety inspectors thereby reverting to the chaotic situation which existed prior to the establishment of this program in 1970. It was these unacceptable conditions the Act was designed to eliminate. In our opinion, it is unreasonable to fail to adequately fund this small program because it could result in adversely affecting safety. Conversely, the justification for eliminating the required funding for this program does not purport to enhance safety.

State Supported Amtrak Trains

Amtrak is an essential national transportation system. In recognition of this fact AASHTO's rail passenger service policy states in part: "Adequate funding must be made available on a reliable basis for Amtrak's capital and operating needs. At a minimum, these funds should be sufficient to ensure the current level of service." Accordingly, AASHTO supports an appropriation to Amtrak in an amount sufficient to compensate for the revenue deficiencies from operations for its present system and for an adequate capital improvement program. In particular, AASHTO desires that sufficient funding be provided to allow Amtrak to continue to operate the state supported services [the so-called Section 403(b) trains].

Currently, Section 403(b) trains are operating in six states: California, Illinois, Michigan, Missouri, New York and Pennsylvania. As provided in the Rail Passenger Service Act, as amended, these trains are supported by the respective states in the amount of 65 percent of the short-term avoidable loss and 50 percent of the associated capital costs. These trains are an integral part of Amtrak's basic system. These trains are comparable to branchlines in the freight system; they provide a feeder system for the trunkline operations. These trains are becoming increasingly more successful and consequently considerably enhance Amtrak's revenue derived from its basic system trains. They should obviously not be considered less important than the basic system trains especially since some of them have better performance records than many basic system trains.

The debate regarding the pros and cons for continuing federal subsidization of intercity rail passenger services has been going on since the formation of Amtrak in 1971. It was recognized at inception that the necessary support would be very expensive. It was for this very reason that railways needed relief from the burden of continuing passenger service and Congress agreed to establish Amtrak.

In recent years Amtrak has made considerable improvements in its revenue to cost ratio. Mr. Claytor has testified that he has set a goal of becoming self sufficient by 1990 wherein revenues without federal assistance will exceed costs. We support this goal. We do not, however, believe that this goal will be enhanced by placing a greater burden on the States. An appreciable increase in States' costs could result in necessitating withdrawal of State support and elimination of the service. Since 1979 eight states have been required to withdraw support for Section 403(b) trains and the service was terminated.

We believe the self sufficiency goal will be greatly enhanced if Amtrak is successful in winning approval for a number of amendments to federal legislation proposed by Mr. Claytor. These amendments would further considerably reduce the amount of federal support needed and at the same time provide better service and additional compensation to Amtrak employees. Congress has expressed a desire to reduce the budget deficit as much as possible. Therefore, in furtherance of this goal Congress should permit Amtrak to reduce the amount of government support needed by granting relief from unwarranted federal requirements enumerated in Amtrak's request for an appropriation.

Again, Mr. Chairman, I appreciate the opportunity to express our views on these matters. I would be pleased to attempt to respond to any questions you may have.

Mr. **Lehman**. Thank you. Mr. Coughlin?

Mr. **Coughlin**. We appreciate your appearance here today, and I have no questions. Thank you very much.

Mr. **Druham**. Thank you, Mr. Coughlin.

Mr. **Lehman**. Good job.

Mr. Ligon.

Thursday, April 26, 1990.

DEPARTMENT OF TRANSPORTATION, NATIONAL ASSOCIATION OF REGULATORY UTILITY COMMISSIONERS (NARUC)

WITNESS

CLAUDE M. LIGON, COMMISSIONER, MARYLAND PUBLIC SERVICE COMMISSION

Mr. **Ligon**. Good morning, Mr. Chairman and Members of the subcommittee. My name is Claude Ligon, and I'm a Commissioner with the Maryland Public Service Commission. I also serve as Chair of the Committee on Transportation as a member of the elected committee of the National Association of Regulatory Utility Commissioners (NARUC) on whose behalf I appear today. I am accompanied by Ms. Caroline Chambers, Congressional Liaison for NARUC.

The NARUC wishes to express its strong support for full funding for the DOT motor carrier, railroad and pipeline safety programs for fiscal year 1991. In addition, we encourage that the Department's safety grants and aids program be funded at the highest possible levels. The grants and aids programs provide for voluntary state implementation of Federally-mandated safety standards through the sharing of up to 50 percent of the states' costs implementing the programs, 80 percent for the motor carrier program.

These programs have greatly improved the safety of the nation's transportation system. In addition, they provide tremendous efficiencies for the Federal Government with respect to the enforcement of Federally-mandated safety standards. Leveraging limited Federal monies through the mechanism of cost sharing is economically efficient and provides a significant return in the form of avoided accidents.

Nationally, the states, through these joint Federal and state programs provide from about 33 percent to over 90 percent of the manpower available for transportation safety enforcement at only a fraction the Federal funding level which would otherwise be required.

The Motor Carrier Safety Assistance Program or MCSAP provides the funds of up to 80 percent of the participating states' safety program costs. The MCSAP program has enabled the states to initiate or substantially increase their safety enforcement activities. Nearly all the states and the U.S. territories participate in the MCSAP program.

In addition to increasing the number of safety inspections and safety management audits performed each year, the program has also improved the quality and uniformity of these activities. Last year, fiscal year 1989, state participation in the Motor Carrier Safety Assistance Program resulted in over 1.3 million roadside safety inspections, over eight times the number performed in 1984. These inspections resulted in 474,000 vehicles and 91,000 drivers being placed out of service. Hazardous materials inspections have also increased significantly over the past three years, totalling almost 113,000 in fiscal year 1989. The MCSAP has made this possible by funding and training the 1,188 full-time and 3,375 part-time state safety inspectors.

The Administration has requested that $60 million be appropriated for the MCSAP program for fiscal year 1991. The NARUC fully supports that request.

The Natural Gas and Hazardous Materials Liquid Pipeline Safety Program has enabled the states to employ and train over 233 pipeline safety inspectors and contributes over 92 percent of the national pipeline safety inspection effort. Forty-seven state agencies, the District of Columbia and Puerto Rico currently participate in this program. In 1989, the states performed a total of 4,567 pipeline safety inspections, requiring 23,000 plus person days to uncover 15,000 plus non compliances.

The NARUC and its member state commissions wish to emphasize that while we have made a great deal of progress in the area of pipeline safety, our work is not completed. In 1989, in the area of natural gas distribution, there were 159 accidents which resulted in 14 fatalities and 59 injuries. In addition, in the area of natural gas transmission, 98 accidents in 1989 caused 22 deaths and 19 injuries. Finally, there were 161 pipeline accidents involving the transportation of hazardous liquids in 1989, which resulted in 3 fatalities and 38 injuries.

These statistics are slightly worse than those for 1988, which may easily be a reflection of reduced funding for the safety program.

We urge the Members of the subcommittee to support the states' safety efforts by appropriating for fiscal year 1991 at least $9.5 million, which represents 50 percent of last year's actual costs for both the natural gas and hazardous materials safety programs. We would remind the subcommittee that appropriations for pipeline safety are not funded by tax dollars, but by user fees on the affected pipeline companies. The program is therefore deficit neutral.

The motor carrier and gas pipeline safety programs in which NARUC members participate have been cited as outstanding examples of Federal and state cooperation. Unfortunately, the same cannot be said for the rail safety program managed by the DOT Federal Railroad Administration (FRA).

The Administration's lack of commitment to rail safety as demonstrated by it's zero funding request for rail safety grants is not consistent with its support for transportation generally and is contrary to the public interest and Congress' intent in enacting statutory safety requirements. It should also be remembered that states have been largely preempted with respect to rail regulation and this is changing somewhat.

In establishing a greater Federal role in railroad safety, Congress realized that Federal cost sharing would be both efficient and equitable in terms of assuring broad state participation. In spite of the lack of Federal funding during recent years, 31 states continue to participate in the Federal Rail Safety Program. These states have met the challenge set out in the Federal law and currently employ 112 FRA certified inspectors who performed over 7,000 track safety inspections last year.

In the area of track safety, states have consistently performed over 50 percent of annual inspections. Without the participation of the states, the FRA would be unable to meet its safety responsibilities to the public, yet it refuses to recognize the value of obtaining more than one-third of the nation's inspection capability at half-price.

Violation of safety rules persist. Over 7,000 were detected by Federal and state inspectors last year. In addition, there were a total of 32,649 train accidents or incidents last year. That translates into 89 every day of the year, or 1 every 16 minutes. These accidents and incidents resulted in 1,305 fatalities in 1989, up almost 9 percent over 1988.

After years of thwarting FRA's attempts to kill this program, state regulators nationwide were shocked when the appropriations committee concurred in fiscal year 1989 and zeroed out appropriations. This action must be reversed.

Members of the subcommittee, we are quickly losing our incentive to cooperate with the FRA in its totally one-sided enforcement scheme. We simply do not understand how the Department can be so positive with respect to the motor carrier and pipeline safety programs and so negative about rail safety. The programs are virtually identical with respect to the principle of the Federal and state cooperation and Federal cost sharing, a principle which clearly works.

We would strongly urge you to ignore the FRA's request for zero funding and appropriate the amount necessary to fully fund a railroad safety grant program in 1991. We therefore respectfully request that $3.5 million be appropriated for this important program. This conservative request is based on half of the states' program cost in 1988, the last year for which we have information. States' actual costs in fiscal year 1991 will, of course, be somewhat higher.

Thank you for your attention. I would be happy to answer any questions you might have, sir.

[The prepared statement of Mr. Ligon follows:]

UNITED STATES HOUSE OF REPRESENTATIVES
COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON TRANSPORTATION AND RELATED AGENCIES

TESTIMONY OF

THE HONORABLE CLAUDE LIGON
MARYLAND PUBLIC SERVICE COMMISSION

ON BEHALF OF THE

NATIONAL ASSOCIATION OF REGULATORY UTILITY COMMISSIONERS
1102 INTERSTATE COMMERCE COMMISSION BUILDING
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ON

DOT SAFETY GRANTS-IN-AID APPROPRIATIONS FOR THE 1991 FISCAL YEAR

APRIL 26, 1989

Mr. Chairman and members of the Subcommittee:

My name is Claude Ligon and I am a Commissioner with the Maryland Public Service Commission. I also serve as Chair of the Committee on Transportation and as a member of the Executive Committee of the National Association of Regulatory Utility Commissioners (NARUC) on whose behalf I appear today.

As you may know, the NARUC is a quasi-governmental, non-profit Association founded in 1889 which is comprised of the State commissions charged with the regulation of our Nation's utilities and carriers. Many of our members are responsible for the implementation of Federal safety laws relating to motor carriers, railroads, and natural gas and hazardous liquid pipelines, and are participants in Department of Transportation (DOT) programs established under those statutes. It is in support of these programs that I appear before you today.

Specifically, the NARUC wishes to express its strong support for full funding for the DOT motor carrier, railroad and pipeline safety programs for FY 1991, and in particular to urge that the Department's safety grants-in-aid programs be funded at the highest possible levels. These grants-in-aid programs provide for voluntary State implementation of Federally-mandated safety standards through the sharing of up to 50 percent of the States' cost of implementing the programs (80 percent for the motor carrier safety program).

Specifically, we request the following funding levels: $60 million for motor carrier safety grants-in-aid; $9.5 million for the natural gas and hazardous liquid pipeline safety program grants-in-aid; and $3.5 million for railroad safety grants-in-aid.

These programs have greatly improved the safety of the nation's transportation systems. In addition, they provide tremendous efficiencies for the Federal government with respect to the enforcement of Federally-mandated safety standards. Leveraging limited Federal monies through the mechanism of cost-sharing is economically efficient and provides a significant return in the form of avoided accidents. Nationally, the States, through these joint Federal-State programs, provide from about 33 percent to over 90 percent of the man-power available for transportation safety enforcement at only a fraction of the Federal funding level which would otherwise be required.

The NARUC is vitally concerned about the future of these safety programs since our members include those State regulatory agencies which are current and potential participants, and since we are charged with the protection of the public interest. We strongly oppose any effort to eliminate or reduce funding for DOT safety grants-in-aid, and we are especially concerned with the Administration's continued refusal to recognize the benefits of the rail safety program, for which it has again recommended zero funding.

The Motor Carrier Safety Assistance Program -- $60 Million

As part of the Surface Transportation Assistance Act of 1982, Congress established the Motor Carrier Safety Assistance Program (MCSAP) which provides Federal funds of up to 80 percent of a participating State's safety program costs. The MCSAP program has enabled the States to initiate or substantially increase their safety enforcement activities. Nearly all the States and U.S. territories now participate in the MCSAP program. In addition to increasing the number of safety inspections and safety management audits performed each year, the program has also improved the quality and uniformity of these activities. By requiring the adoption of Federal safety regulations as a prerequisite for funding and monitoring the States' activities, the DOT has been able to utilize the program to achieve a high degree of standardization in safety enforcement across the country.

Last year (FY 1989), State participation in the Motor Carrier Safety Assistance Program resulted in over 1,300,000 roadside safety inspections -- over eight times the number performed in 1984. These inspections resulted in 474,132 vehicles and 91,218 drivers being placed out of service [See Appendix A for State-by-State breakdown]. Hazardous materials inspections have also increased significantly over the past few years, totalling almost 113,000 in FY 1989. The MCSAP has made this possible by funding and training the 1,188 full-time and 3,775 part-time State safety inspectors.

Other important elements of the MCSAP program are the development of a nationwide safety information system and the safety compliance audit program. The "Safetynet" data base program enables the participating States and the DOT to closely monitor motor carriers with high accident rates or a history of serious safety violations. The exchange of safety information will mean that companies which need assistance in the development of safety programs and those who consistently refuse to comply with safety regulations can be identified. Currently, over forty States are uploading carrier safety information into the database.

The safety audit program serves to ensure that carriers understand and comply with the basic safety regulations as set out by the DOT. These audits involve, among other things, the analysis of the company's driver qualification records, hours of service logs, and equipment maintenance records. The audit program supplements the roadside inspection programs and encourages companies to fully comply with applicable safety standards. The number of safety audits has increased significantly under the MCSAP program and some States are now performing these audits to ensure the safety of all companies which apply for intrastate operating authority. During FY 1989, States conducted 10,233 safety reviews, compliance reviews, or other safety management audits.

Finally, MCSAP funding also contributes to State enforcement of the commercial driver's license mandated by the Commercial Motor

Vehicle Safety Act of 1986.

The Administration has requested that $60 million be appropriated for the MCSAP program for FY 1991. In support of this funding level, we would stress that the success of the Federal-State partnership in motor carrier safety is increasingly evident. It is critical to the safety of our highways that both the Federal and State commitment to the uniform enforcement of motor carrier regulations be maintained at the highest possible level. Full funding of the Administration's request will help ensure that this commitment is fulfilled.

Natural Gas And Hazardous Liquid Pipeline Safety Grants-In-Aid Program -- $9.5 Million

Since its enactment in 1968, the natural gas pipeline safety program (now merged with the hazardous liquid pipeline program) has proved itself to be a model of effective Federal-State cooperation. Administered by the DOT Research and Special Programs Administration (RSPA), this program has enabled the States to employ and train over 233 pipeline safety inspectors and contribute over 92 percent of the national safety inspection effort. 47 State agencies, the District of Columbia and Puerto Rico currently participate in this program. In 1989, the States performed a total of 4,567 pipeline safety inspections requiring 23,113 person days to uncover 15,119 non-compliances [See Appendix B for State-by-State breakdown].

The legislation establishing this program authorized the DOT to fund 50 percent of its annual cost. However, in recent years, appropriations have continually fallen short of the authorized amount. Last year RSPA requested $4.5 million in funding for State grants-in-aid, with $4.329 million ultimately appropriated by Congress -- far below the approximately $9.2 million which represents 50 percent of the States' actual costs in 1988. This year the Administration is requesting funding of $5 million -- a level which continues to be well below 50 percent of expected State costs and just over half of the authorized amount.

The NARUC and its member State commissions wish to emphasize that, while we have made a great deal of progress in the area of pipeline safety, our work is not completed. In 1989, in the area of natural gas distribution, there were 159 accidents which resulted in 14 fatalities and 59 injuries. In addition, in the area of natural gas transmission, 98 accidents in 1989 caused 22 deaths and 19 injuries. Finally, there were 161 pipeline accidents involving the transportation of hazardous liquids in 1989 which resulted in 3 fatalities and 38 injuries. These statistics are slightly worse that those for 1988, which may easily be a reflection of reduced funding for the safety program.

We believe that, given the fact that natural gas and hazardous liquid pipelines in the United States total one and three-quarter million miles and transport more than half of the nation's energy supply, the importance of continued funding for this program cannot be overstated. It is critical to the safety of our citizens that these pipelines, which carry large quantities of extremely volatile substances, often under high pressure and in increasingly densely populated areas, remain under the intense scrutiny made possible by effective State inspection programs. Anything less could expose large segments of the population to risks of potentially catastrophic proportions and a disruption of vital energy supplies.

We urge the members of the Subcommittee to support the States' safety efforts by appropriating for FY 1991 at least $9.5 million which represents 50 percent of last year's actual costs for both the natural gas and hazardous liquid safety programs. We remind the Subcommittee that appropriations for pipeline safety are not funded by tax dollars, but by a user fee on the affected pipeline companies. The program is therefore "deficit neutral".

Railroad Safety Grants-In-Aid Program -- $3.5 Million

The motor carrier and gas pipeline safety programs in which NARUC members participate have been cited as outstanding examples of Federal-State cooperation. Unfortunately, the same cannot be said for the rail safety program managed by the DOT Federal Railroad Administration (FRA). The Reagan Administration's lack of commitment to rail safety -- as demonstrated by its zero funding request for rail safety grants -- is not consistent with its support for transportation safety generally and is contrary to the public interest and Congress's intent in enacting statutory safety requirements. It should also be remembered that States have been largely preempted with respect to rail regulation. In establishing a greater Federal role in railroad safety, Congress realized that Federal cost-sharing would be both efficient and equitable in terms of ensuring broad State participation.

Authorized by Congress in 1970, the FRA safety program established a railroad safety structure that involved both the FRA and State regulatory agencies which choose to participate. The program requires that State inspectors be trained and certified to enforce Federal safety regulations. This standardization of railroad safety regulations and enforcement under the FRA created a uniform set of criteria to be applied to the railroad industry by both Federal and State inspectors, which simplified the process of safety regulation and compliance for all concerned. The involvement of the States in the rail safety regulation process brought with it a more localized or regional viewpoint, along with more intense review of railroad compliance in the respective States.

A major benefit of State involvement in the program is the ability of State and Federal inspectors to serve as cross-checks on the other's activity. For example, currently FRA inspectors are under considerable pressure to improve their productivity and, therefore, can be expected to try and boost their inspection counts by concentrating on high density rail operating locations. This will in turn result in decreased Federal inspection activity at lower density locations, creating a void which can only be filled by State inspection activity. The State inspectors, with their more frequent inspections, greater familiarity with local operating conditions and greater level of local accountability, are less likely to let pockets of unsafe conditions go unnoticed.

In addition to establishing a uniform system of regulations and enforcement, the Federal Railroad Safety Act of 1970 authorized Federal matching funds for State programs on a dollar for dollar basis. The availability of this Federal assistance made it possible for many States to participate in the rail safety program. In spite of the lack of Federal funding during recent years, 31 States continue to participate in the Federal rail safety program.

These States have met the challenge set out in the Federal law and currently employ 112 FRA-certified inspectors who performed 7,867 track safety inspections last year. In the area of track safety, the States have consistently performed over 50 percent of the annual inspections. Without the participation of the States, the FRA would be unable to meet its safety responsibilities to the public -- yet it refuses to recognize the value of obtaining more than one-third of the nation's inspection capability at half price.

Violations of safety rules persist. Over 7,000 were detected by Federal and State inspectors last year. In addition, there were a total of 32,649 train accidents or incidents last year. That translates into 89 every day of the year, or one every 16 minutes. These accidents and incidents resulted in 1,305 fatalities in 1989 -- up almost nine percent over 1988.

Despite these unfortunate statistics, the FRA has completely abandoned its commitment to the railroad safety grant program. The Administration, in recent history, consistently has requested zero funding for this important program. The only departure from that disturbing pattern occurred for FY 1988 appropriations, and that minimal funding request was due only to the well-publicized and extremely tragic Amtrak accident in Chase, Maryland. While funding safety programs after accidents raise the issue to public consciousness is better than no funding at all, it would be much more prudent, and efficient, to prevent the accidents from occurring in the first place.

Accidents or no accidents, the States have continued to demonstrate, year after year, their willingness to contribute to rail safety in America. The trend toward safer railroads nationwide correlates directly with active State involvement in safety enforcement efforts. We have exceeded our part of the bargain. We have spent a great deal of money on the training and certification of our inspectors. We continue to maintain our programs and enforce Federal regulations, despite the drop in Federal participation to 15 percent of State costs in FY 1988 and to zero in FY 1989 and FY 1990. We continue to send violations to the FRA for enforcement even when we rarely see final results of our work and the FRA collects and keeps the fines.

After years of thwarting the FRA's attempts to kill this program, State regulators nationwide were shocked when the Appropriations Committees concurred in FY 1989 and zeroed out appropriations. This action must be reversed.

Members of the Subcommittee, we are quickly losing our incentive to cooperate with the FRA in this totally one-sided enforcement scheme. Whether or not States will continue to be able, or willing, to support the lion's share of this program remains to be seen, but it is indisputable that a strong Federal commitment provides leadership and encouragement to the States. We simply do not understand how the Department can be so positive with respect to the motor carrier and pipeline programs and so negative about rail safety. The programs are virtually identical with respect to the principle of Federal-State cooperation and Federal cost-sharing -- a principle which clearly works.

We believe that the long-term solution to this problem may be the passage of legislation which would give certified States the option of direct enforcement through the courts, similar to what the FRA has now. This is consistent with the enforcement mechanisms used for Federal motor carrier and pipeline safety regulations and would eliminate the majority of the problems we now experience with the FRA.

But while this may be the long-term solution, we are still faced with the immediate need for funding for FY 1991. We would strongly urge you to ignore the FRA's request for zero funding and appropriate the amount necessary to fully fund the railroad safety grant program in 1991. We therefore respectfully request that $3.5 million be appropriated for this important program. This conservative request is based on half of State program costs in 1988, the last year for which we have information. States actual costs in FY91 will of course be somewhat higher.

Thank you for your attention. I would be happy to answer any questions.

APPENDIX A

MCSAP Quarterly Report Information System
Summary of State Activity for Fiscal Year 1989 - Final Results

State Reg & #Qtr	HM Insp.	Non-HM Insp.	Bus Insp.	Total Insp.	Vehs. OOS	% OOS	Drivers OOS	% OOS	Carrier SR-1s	CR-1s	SNNs	Total	# HM-Related
4 AL 4	1,514	17,673	0	19,187	7,386	38.5	1,924	10.0	44	0	0	44	2
6 AR 4	2,077	24,910	7	26,994	8,903	33.0	2,443	9.1	0	0	0	0	0
9 AS 4	50	703	977	1,730	584	33.8	81	4.7	0	0	0	0	0
9 AZ 4	208	10,490	15	10,713	4,461	41.6	2,404	22.4	0	0	110	110	4
9 CA 4	2,610	28,643	830	32,083	14,189	44.2	1,573	4.9	483	0	25	508	114
8 CO 4	2,775	38,787	106	41,668	15,209	36.5	3,902	9.4	184	0	0	184	24
1 CT 4	1,807	15,034	0	16,841	10,151	60.3	680	4.0	641	0	0	641	0
3 DE 4	407	3,572	11	3,990	1,716	43.0	565	14.2	0	0	0	0	0
4 GA 4	6,705	25,404	188	32,297	15,232	47.2	5,230	16.2	6	0	0	6	0
9 GU 4	149	3,054	296	3,499	814	23.3	82	2.3	0	0	0	0	0
9 HI 4	156	3,532	1,236	4,924	1,500	30.5	80	1.6	0	0	215	215	13
7 IA 4	1,080	30,308	2	31,390	9,717	31.0	2,153	6.9	0	0	0	0	0
10 ID 4	982	14,474	36	15,492	2,202	14.2	1,015	6.6	46	1	0	47	4
5 IL 4	20,608	31,700	1,102	53,410	11,187	20.9	1,528	2.9	28	0	0	28	12
5 IN 4	2,243	38,869	286	41,398	17,651	42.6	2,010	4.9	216	0	0	216	64
7 KS 4	983	11,888	1	12,872	6,256	48.6	1,105	8.6	206	0	361	567	77
4 KY 4	4,793	73,445	3	78,241	29,210	37.3	1,142	1.5	0	0	0	0	0
6 LA 4	3,794	22,143	223	26,160	9,620	36.8	2,862	10.9	0	0	0	0	0
1 MA 4	1,927	18,436	67	20,430	5,127	25.1	1,185	5.8	479	0	0	479	43
3 MD 4	1,400	22,244	752	24,396	11,061	45.3	1,830	7.5	186	0	0	186	79
1 ME 4	381	6,749	47	7,177	3,792	52.8	642	8.9	24	12	0	36	18
5 MI 4	3,218	49,220	5,426	57,864	15,977	27.6	1,549	2.7	19	0	238	257	29
5 MN 4	1,196	23,952	278	25,426	8,336	32.8	403	1.6	835	0	24	859	71
7 MO 4	3,004	53,488	145	56,637	27,456	48.5	7,023	12.4	210	28	400	638	84
4 MS 4	3,369	9,487	8	12,864	5,985	46.5	1,026	8.0	0	0	0	0	0
8 MT 4	615	14,296	44	14,955	2,510	16.8	1,554	10.4	227	0	7	234	12
4 NC 4	3,772	53,644	521	57,937	18,957	32.7	2,496	4.3	952	0	0	952	0
8 ND 4	569	5,584	0	6,153	1,694	27.5	497	8.1	63	0	0	63	5
7 NE 4	634	16,462	27	17,123	5,092	29.7	2,103	12.3	229	0	0	229	5
1 NH 4	701	8,007	1,571	10,279	2,907	28.3	1,558	15.2	65	0	0	65	9
1 NJ 4	3,205	26,603	6,340	36,148	11,429	31.6	3,958	10.9	103	0	0	103	0
6 NM 4	193	4,377	0	4,570	1,700	37.2	282	6.2	0	0	0	0	0
9 NV 4	634	5,948	459	7,041	2,998	42.6	500	7.1	228	0	0	228	29
1 NY 4	5,677	46,023	0	51,700	24,546	47.5	1,551	3.0	0	0	0	0	0
5 OH 4	7,757	92,595	403	100,755	27,607	27.4	7,316	7.3	857	0	157	1,014	0
6 OK 4	1,000	7,418	3	8,421	2,107	25.0	868	10.3	0	0	0	0	0
10 OR 4	1,194	15,574	111	16,879	6,569	38.9	792	4.7	0	0	0	0	0
3 PA 4	2,824	45,626	332	48,782	18,766	38.5	2,921	6.0	0	0	0	0	0
1 PR 4	531	2,587	10	3,128	1,150	36.8	99	3.2	0	0	0	0	0
1 RI 4	372	5,010	60	5,442	2,461	45.2	629	11.6	0	0	0	0	0
4 SC 4	1,550	15,811	240	17,601	7,687	43.7	1,156	6.6	0	0	0	0	0
4 TN 4	8,742	112,175	106	121,023	55,380	45.8	10,452	8.6	97	0	222	319	48
8 UT 4	864	10,023	2	10,889	4,888	45.7	695	6.5	420	105	0	525	91
3 VA 4	1,177	13,214	254	14,645	5,685	38.8	1,637	11.2	0	0	0	0	0
1 VT 4	410	418	0	828	186	22.5	10	1.2	0	0	0	0	0
10 WA 4	1,492	46,162	337	47,991	14,378	30.0	1,413	2.9	0	0	412	412	0
5 WI 4	702	18,077	53	18,832	7,096	37.7	2,901	15.4	520	0	0	520	0
3 WV 4	1,000	21,892	948	23,840	4,590	19.3	1,396	5.9	548	0	0	548	22
	112,870	1,165,751	23,842	1,302,463	474,132	36.4	91,218	7.0	7,916	146	2,171	10,233	860

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APPENDIX B
STATE INSPECTION ACTIVITY 1989

STATE * acts as interstate agent	NUMBER OPERATORS	INSPECTION PERSONDAYS	OPERATORS INSPECTED	NONCOMPLIANCES FOUND	NONCOMPLIANCES CORRECTED IN 1989	NONCOMPLIANCES TO CHECK IN 1990
					+includes corrections from 1988 or earlier	
AL PSC	229	927	229	146	157+	41
AZ CC *	1560	1528	774	2488	3155+	2461
AR PSC	447	365	103	188	181+	42
CA PUC	7	590	6	332	316+	40
CO PUC	106	206	99	86	59+	51+
CT DPUC *	8	255	8	78	351+	121
DE PSC	10	85	10	5	4+	3+
FL PSC	64	413	59	67	43+	78+
FL STIC	97	250	97	163	104+	61
GA PSC	179	326	101	145	73+	154+
HI PUC	1	80	1	0	0	1+
IL CC	119	657	118	54	65+	58+
IN PSC	106	278	106	6	5+	5+
IA DC *	59	592	45	198	249+	70+
KS CC	98	613	98	413	628+	14
KY PSC *	85	490	71	342	287+	88
LA DNR	377	1486	377	936	679+	367
ME PUC	2	19	2	5	5+	4+
MD PSC	13	126	13	12	8+	5
MA DPU	14	751	14	46	50+	23
MI PSC *	51	499	47	25	28+	6+
MN OPS	30	405	30	494	111+	741+
MS PSC	172	520	161	150	115+	78+
MO PSC	44	208	18	46	62+	4
MT PSC	11	79	11	20	44+	22+
NE SFM	26	307	18	2	3+	0
NV PSC *	37	158	20	112	70+	73+
NH PUC	8	86	6	81	23	58+
NJ BPU	4	337	6	81	11	0
NM SCC	233	278	246	264	229+	175+
NY PSC	80	3023	24	309	309	0
NC UC	46	317	37	45	44+	20
ND PSC	27	89	27	80	59	21
OH PUC *	439	634	212	115	61+	101+
OK CC	179	580	119	171	173+	36
OR PUC	10	119	10	67	67+	14
PA PUC	43	768	44	46	57+	8
RI DPUC *	15	101	7	10	12+	2
SC PSC	37	349	37	142	113+	48
TN PSC	174	391	140	700	509+	258
TX RC	1406	2406	768	5212	5295+	4260+
UT DBR *	368	114	78	281	403+	80
VT DPS	30	99	16	18	25+	5
VA SCC	9	328	9	67	69+	5
WV PSC *	414	378	125	23	13+	2
WI PSC	15	132	15	822	845+	676+
WY PSC *	33	128	32	23	23+	16+
DC PSC	2	150	2	1	2+	0
PR PSC	1	93	1	2	1+	1+
TOTAL	7575	23113	4597	15119	15195	10397

1032>

Mr. LEHMAN. Thank you, Mr. Ligon. For questions, I will yield to Mr. Coughlin.

Mr. COUGHLIN. We appreciate your appearance here and your presentation. I have no questions. Thank you very much.

Mr. LIGON. Thank you, sir.

Mr. LEHMAN. Mr. Salci.

THURSDAY, APRIL 26, 1990.

FEDERAL RAILROAD ADMINISTRATION, URBAN MASS TRANSPORTATION ADMINISTRATION, RAILWAY PROGRESS INSTITUTE (R.P.I.)

WITNESS

LARRY E. SALCI, PRESIDENT, BOMBARDIER CORPORATION AND CHAIRMAN, COMMITTEE ON PASSENGER TRANSPORTATION, R.P.I.

Mr. SALCI. Good morning, Mr. Chairman, Mr. Coughlin. I am Larry Salci, President of Bombardier Corporation and Chairman of the Committee on Passenger Transportation of the Railway Progress Institute.

RPI as you know is the international trade association of suppliers to railroads, AMTRAK and the nation's commuter and rail transit systems. The committee is comprised of 50 companies whose customers are the various rail passenger systems. I intend to speak for only a few moments, Mr. Chairman, and I will, of course, be glad to respond to any questions you may have.

The United States Congress has consistently recognized the need for core level or Federal support for urban transit, commuter systems and inner city rail passenger services. Indeed, Congress has resisted every effort to eliminate Federal support of these vital transportation modes. We concur in this commitment and urge that it be continued.

We testified last year before this subcommittee in support of Secretary Skinner's plan to develop a national transportation policy. We envisioned a strong national policy as a useful tool for allocating Federal, state and local funds together with those from the private sector to create a balanced transportation system.

Unfortunately, the policy falls woefully short of our expectations and I believe I speak for other modes of public transportation as well. Clearly, we support the Administration's efforts to increase the role of the private sector in providing passenger transportation. This initiative has great potential and has been successful in some smaller transit properties. It should be encouraged.

However, the private sector initiative should not be used as an excuse to cut public transportation funding below the core level of required federal assistance to support the existing investment in our passenger transportation infrastructure.

I believe it may be helpful to the committee to set forth our industry's views on the Urban Mass Transportation Administration and AMTRAK programs. Regarding UMTA, the Federal funding provided in fiscal year 1990 is again at a bare subsistence level for mass transit. We believe the transit program funding for fiscal year 1991 must match that authorized by the Surface Transportation and Uniform Relocation Assistance Act, and we believe that all the revenues from the 1-cent per gallon user charge on motor fuels that was dedicated to funding mass transit systems in previous legislation must be used for public transit, not to offset the Federal budget deficit.

We recognize the need to attack the budget deficit problem. To meet this need and to maintain the requisite level of Federal support, we are again asking Congress to undertake an assessment during this session of Congress of the possibilities of increasing the highway user fee to support all modes of surface passenger transportation.

Not only would this offer a consistent, dependable source of funding for these vital components of our national transportation infrastructure, it would reduce the dependency on the Federal budget.

We are very much in support of AMTRAK's request for a unified surface transportation fund, and wholeheartedly agree that should the highway user fee be increased, AMTRAK should receive a 1-cent allocation to meet its capital needs and reduce the need for Federal funding.

As we have stated in previous testimony before your subcommittee, the primary focus of our committee over the past eleven years has been to address the aggressive competition we face: overseas suppliers who have a substantial competitive advantage over U.S. suppliers in the open U.S. market from the safety of the respective protected domestic markets, particularly those of Europe and Japan.

The Surface Transportation Uniform Relocation Assistance Act of 1987 strengthened the Buy America provisions by requiring pre-award and post-delivery audits of Buy America compliance by equipment vendors. However, the Congress must act to require UMTA to issue implementation regulations, without which the law is not enforceable. The amendments were adopted more than three years ago. I think you will agree, Mr. Chairman, that three years is more than ample time for any industry to await the implementation of the provisions of any law to which it must comply.

In December of last year, UMTA was compelled to investigate the Buy America compliance of an offshore supplier of 32 light rail vehicles to the Bi-State Development Agency in St. Louis. Because there was no final Buy America regulation, the supplier had to rely on prior information received from UMTA and its own interpretation of the law and the proposed regulations in its effort to comply. Little wonder then that the supplier's proposal was found to be non compliant domestic content. Fortunately, UMTA and the vendor have reached an agreement on a revised Buy America compliance plan, and UMTA will verify and monitor its implementation.

This situation, which only served to delay the award and possibly increase overall costs, could probably have been avoided if a regulation had been issued shortly after the law passed more than three years ago.

We have met with UMTA Administrator Clymer and we are hopeful that the final rules on both these statutory provisions will soon be published so as to avoid any further misunderstanding or misinterpretation and to ensure industry compliance.

Regarding AMTRAK, the RPI Committee on Passenger Transportation supports the Congress in its commitment to AMTRAK. We believe that our national passenger rail system must be continued with Federal funding at the level AMTRAK has requested for fiscal 1991. Without AMTRAK, a balanced national system is impossible. AMTRAK's management has an outstanding performance record in increasing ridership and improving its facilities, while at the same time reducing it's dependence for Federal financial support.

We concur with Graham Claytor's statement that every proposal to eliminate AMTRAK funding sends a negative message to those of us in the private sector who are participants in capital project financing which the Administration so strongly encourages.

On another AMTRAK issue, we appeared before the subcommittee last year. We registered our concern over AMTRAK's request for exemption from the Freedom of Information Act while at the same time enjoying the freedom to compete with private industry. Reasonable public disclosure requirements for publicly-funded transit and rail operations have, in our experience, bolstered competitiveness and lowered procurement costs. We maintain that AMTRAK, through some of its revenue enhancement program activities, must compete fairly with the private industry. This position does not in any way affect our consistent support for AMTRAK funding and we have made it clear to AMTRAK President Graham Claytor.

In summary, we urge the Congress to continue at a bare minimum a core level of Federal support for urban transit, commuter systems and inner city rail passenger transportation.

Thank you for the opportunity to present our industry's views, and I would be happy to answer any questions.

Mr. LEHMAN. Thank you. Most of your requests are really authorizing problems, but we're aware of them and we'll try to work with you. Mr. Coughlin?

Mr. COUGHLIN. Thank you, Mr. Chairman. We appreciate your appearance here, Mr. Salci. You're a distinguished expert in the field of rail transportation and we welcome your views and your suggestions. As the Chairman has pointed out, many of them are authorizing questions. We certainly are supportive of your position.

Mr. SALCI. Thank you, Mr. Chairman.

Mr. LEHMAN. Thank you. Mr. Capon and Mr. Leonard.

THURSDAY, APRIL 26, 1990.

AMTRAK, NATIONAL ASSOCIATION OF RAILROAD PASSENGERS

WITNESSES

ROSS CAPON, EXECUTIVE DIRECTOR
SCOTT LEONARD, ASSISTANT SECRETARY

Mr. CAPON. Good morning, Mr. Chairman, it's nice to be here.

Mr. LEHMAN. Welcome aboard.

Mr. Capon. Thank you.

Mr. Lehman. I wish you'd tell your people to stop sending your mail to my house. I still get your mail.

Mr. Capon. Oh, dear. Well, half of the phone calls we get are for AMTRAK because the telephone operators confuse their official name with ours.

Thank you for this opportunity to appear and thank you also for your work last year in once again providing a far more balanced and environmentally sensible transportation funding package than the Administration proposed. I'm here to request the biggest possible increase in AMTRAK and transit funding. These requests are especially urgent due to three factors that will raise costs without improving service to the general public: the Americans with Disabilities Act, AMTRAK's shift to all-retention toilets and the impact of the Clean Air Act on busses.

Transportation trust funds tend to ensure that spending is lavished on the most environmentally destructive and least efficient modes. We support a consolidated transportation trust fund or use of the gasoline tax revenues for AMTRAK and state rail projects, and to a greater extent than at present for transit, and we have been in touch with the other committees that are dealing with this also.

We are glad the transportation policy says, "The Federal commitment to spending user charges for transportation purposes does not necessarily mean that trust fund revenues must be used only on the mode from which they collected." I also attach two editorials supporting AMTRAK's quest for the gasoline tax.

We are concerned that Secretary Skinner's view of AMTRAK's importance and of the value of all forms of transportation is based on balance sheets which do not reflect environmental safety and energy efficiency impacts, which I go through. At the top of page 4, I quote a marvelous paragraph from Mr. Skinner's policy which essentially sets forth the justification for increased charges to auto, truck and aviation users and in the absence of those charges, a justification in our view for continued increases in Federal support for the environmentally clean modes.

We are concerned that AMTRAK is becoming a rich man's railroad that most folks can't afford, even though their tax dollars support it. And since you've heard from rail labor about how they're the reason that AMTRAK is so successful, I'm sure you've also heard Bill Norman brag about how much quicker the fares have gone up than the consumer price index. I have to say that I'm trying to decide right now whether my family can afford to go to New England by AMTRAK this summer or whether we'll have to drive. So I don't want the passengers' contribution to the fare box to be overlooked in terms of assessing AMTRAK's success.

By fiscal 1991, AMTRAK's assets will be depreciating at an annual rate of $180 million, which means that AMTRAK will need a capital appropriation of $155 million, plus $35 million of internally generated capital just to avoid losing more ground.

On waste disposal, our board of directors passed a resolution opposing any legislation on this subject which would force discontinuance of service and we support indefinite operation of Heritage cars which AMTRAK says cannot be retrofitted to a full retention system.

On page 5, we note that indefinite operation of Heritage cars would facilitate continued operation of the Florida school patrol trains and we oppose AMTRAK's proposal to kill those effective this year.

On page 6, a brief touching on high speed rail. We need to upgrade tracks so AMTRAK can offer air competitive services in more corridors. We believe establishment of a Federal aid program on this would leverage considerably more state money for such efforts. The absence of such a program today means states have to forego Federal highway and airport money in order to invest in rail, so there is little investment in rail.

We think some of DOT's comments about high speed rail are based on unrealistic expectations about what the private sector will do. Larry Johnson of Argonne National Laboratories whose main interest is in magnetic levitation made the following comment at a recent panel on which I was also present. He said, "We're trying to get the private sector involved in magnetic levitation but their first question is always what is the market? The research always comes back as long as the Government is pouring money only into highways and aviation or primarily into highways and aviation. The market is not significant. As for maglev, we think it may be useful in the next century. We hope its sex appeal will not distract attention from the practical work of upgrading AMTRAK corridors. Such work could make significant contributions to our transportation system almost immediately."

I don't think I have anything remarkably new to say about transit. In the freight railroad sector on page 8, we support a national weight-distance tax. We're glad the transportation policy statement says that highway user charges should be set according to the costs imposed by each class of users and it talks about extensive overweight trucks.

In conjunction with Friends of the Earth, the National Taxpayers Union and the Sierra Club, our association today is releasing a booklet, "Big Trucks Getting a Free Ride—Enact the National Weight-Distance Tax and Say No to Bigger Trucks". I have copies for you and Mr. Coughlin and I have additional copies as the committee may require.

We talk towards the end of our statement about equal access, an exciting concept which we think may get a lot more freight onto the railroads. I want to wind up by just saying that one painful indication to me of how much more work we have to do in convincing our friends of the relationship between the environment and transportation spending is that on alternative transportation day of Earth Week, we got the copy of the press release and summary of the Democratic leadership's budget in the House. We were glad to see that AMTRAK and transit are made whole, but we were surprised and disappointed to see that the big packet that they distributed talked about increased highway and aviation spending and didn't even mention the words AMTRAK or transit.

Thank you very much for your time.

[The prepared statement of Mr. Capon follows:]

Testimony of

Ross Capon

Executive Director

National Association of Railroad Passengers

Before the Subcommittee on Transportation

Committee on Appropriations

U. S. House of Representatives

Department of Transportation FY 1991 Appropriation

April 26, 1990

Thank you for this opportunity to present the views of our non-profit, consumer-oriented organization. Thank you also for your work last year in once again providing a far more balanced and environmentally sensible transportation funding package than the administration proposed. As you are painfully aware, roughly the same issues face us today.

Much of my statement deals with issues beyond this committee's jurisdiction, but the decisions Congress makes on these issues have a profound long-term impact on the nature of the funding requests this committee receives.

For example, federal policies which encourage people to fly and drive raise the costs of providing environmentally sound Amtrak and mass transit service. Pro-driving incentives also encourage use of federal highway money to add new lanes rather than repair existing lanes, as noted in the General Accounting Office's testimony before the Public Works and Transportation Committee Apr. 24.

Meanwhile, Congress's liberalization of truck size and weight standards (a policy the public no longer supports, if it ever did) creates demands both for more costly highway repairs and for aid to some rail freight services in danger of expiring due to huge, if indirect, federal truck subsidies. Big trucks are behind the GAO's key finding: "Interstate Highways Seen in Poor Condition" is how the Apr. 25 Journal of Commerce headline summed up the GAO testimony, yet their story didn't even mention trucks!

We are in touch with other relevant committees. NARP Transportation Associate Harriet Parcells testified Mar. 20 before the House Public Works Subcommittee on Surface Transportation and submitted a statement to the House Ways and Means Committee in connection with their early-March hearings on "long-term strategies and the environment."

I. OVERVIEW

Our request, once again, is for the biggest possible Amtrak and transit funding increases. Also, as I noted last year, "we continue to believe that, if Amtrak and transit must be 'made whole' by taking funds from other transportation programs, highways and aviation are the logical problems to 'raid.' Cuts of the magnitude needed to fund Amtrak and transit adequately would be least noticed in the huge highway program. Furthermore, we believe that much of what states call 'highway needs' merely reflect the failure of states to adequately utilize rail transportation and land-use planning compatible with rail transit."

Amtrak and transit funding requests are even more urgent than last year due to three factors that will raise costs without improving service to the general public. The Americans with Disabilities Act (ADA) will drive up capital and operating costs for both Amtrak and transit. Amtrak costs would also be increased by a shift to all-retention toilets, while the probable impact of the Clean Air Act on dirty diesel buses will increase transit costs.

While the administration is to be commended for making a bigger transit request than in previous years, the above factors will offset the apparent gains transit made within the administration. And for Amtrak, of course, the administration thus far offers only "kinder, gentler rhetoric."

II. BREAK THE MODE-SPECIFIC TRUST FUND

As operated today, transportation trust funds tend to insure that transportation spending is lavished primarily on the most environmentally destructive and least energy-efficient forms of transportation: automobiles, trucks, airplanes. As you know, we have long advocated a consolidated transportation trust fund or at least use of gasoline tax revenues for Amtrak and state railroad projects and, to a greater extent than at present, for transit.

We were encouraged by this passage from the new transportation policy: "The Federal commitment to spending user charges for transportation purposes does not necessarily mean that trust fund revenues must be used only on the mode from which they were collected" (p. 55).

We also are pleased that editorial support for Amtrak's access to the highway trust fund is growing (see the Apr. 11 Oregonian and the Apr. 24 Baltimore Sun editorials attached).

III. SELF-SUFFICIENCY VS. ENVIRONMENT, SAFETY, ENERGY-EFFICIENCY

On Mar. 8, Reporter Jim Lehrer suggested to Secretary Skinner that the president's budget indicated Amtrak was not an important part of the national transportation system. The Secretary replied: "Right now, Amtrak is a very important part. We're moving towards self-sufficiency. They're over 70% self-sufficient today."

We are concerned that the secretary's view of Amtrak's importance--and of the value of all forms of transportation--is based almost exclusively on balance sheets which do not reflect environmental, safety, and energy-efficiency impacts.

o Oak Ridge National Laboratory says airlines used 1.9 times more energy per passenger-mile than did Amtrak in 1987 (up from 1.8 in 1984). Imagine how much more impressive the comparison would be if better track permitted consistent 80 or 90 mph running in all Amtrak corridors!

o The transportation policy acknowledges that "rail transportation is the safest form of surface transportation for intercity passengers, and public transit has a considerably better safety record than private motor vehicles" (p. 89). Our airline-vs.-Amtrak comparison for the ten years 1978-87 indicated virtually identical fatality records (Amtrak 5.83, airlines 5.86 fatalities per 10 billion passenger-miles); Amtrak was significantly superior for the 1977-86 period (Amtrak 2.6 vs. airlines 6.9) since that period excludes the 1987 Chase crash and includes 1977, a bad year for aviation.

o Amtrak particularly outshines aviation in terms of environmental impact on cities. Airports tend to generate suburban auto-dependent development whereas downtown rail stations reinforce transit-oriented development.

o Too many big trucks reduce highway safety and overall U. S. energy efficiency and increase highway maintenance costs (i.e. subsidies). Oak Ridge statistics indicate that big trucks used 4.3 times more energy per ton-mile than freight trains in 1987 (up from 3.2 in 1984).

As the policy statement notes: "Some of the costs imposed by various groups of users do not relate directly to the costs of construction or maintenance of the infrastructure, but instead to safety or environmental mitigation costs. As is the case with the costs now recovered through user fees, if certain users impose those additional costs on a system, they should for the sake of fairness pay those costs. The costs of safety and environmental impacts are much more difficult to measure than direct costs; however, attempting to estimate their magnitude and incorporate them into user charges may offer public benefits. If users had to face the costs of these additional burdens they are imposing, they would have greater incentives to adjust their activity to minimize the costs they were being assessed and thus reduce the adverse environmental, safety, or other costs on other users, the system, and the Nation in general" (p. 76).

Imposition of such added costs on auto, aviation, and truck users would improve cost recovery and/or market-share of Amtrak, transit and rail freight. Until highway and air users pay their full costs, the preceding paragraph is best viewed as a justification for expanded federal support of Amtrak, mass transit and certain rail freight programs.

While the dramatic improvement in Amtrak's revenue-to-cost ratio certainly is one indicator of Amtrak's value, it doesn't tell the whole story. We understand why, with the administration continuing to advocate zero funding and to push self-sufficiency, Amtrak management is ratchetting up the fares. But we are concerned that Amtrak is becoming a "rich man's" railroad that most folks can't afford even though their tax dollars support it.

There is a desperate need for the additional equipment Amtrak requests to help bring supply closer to demand and reduce upward fare pressures without causing the revenue-to-cost ratio to fall.

IV. AMTRAK'S NEED FOR CAPITAL

By FY 1991, Amtrak's assets will be depreciating at an annual rate of $180 mill. This means that Amtrak needs a capital appropriation of $155 mill. (plus about $35 mill. of internally-generated capital) just to avoid losing more ground.

V. AMTRAK WASTE DISPOSAL

Our board of directors last Saturday passed a resolution opposing legislation which would force discontinuance of service and supporting indefinite operation of Heritage cars which Amtrak says cannot be retrofitted to a full-retention system.

We oppose legislation that would set deadlines for conversion of existing Amtrak equipment too tight for Amtrak to meet--and it is hard to say now what deadlines would be practical. In any event, it would be absurd to shut down Amtrak's energy-efficient, environmentally-sensitive transportation because of the waste-retention issue, particularly in light of Amtrak's current efforts to resolve the issue.

Amtrak Pres. W. Graham Claytor Jr. has said that the Heritage cars could run indefinitely on a peak-season-only basis, enhancing Amtrak's revenue-to-cost ratio by permitting peak-season capacity increases without associated high year-round costs of new equipment. This would give Amtrak an advantage passenger railroads enjoyed in pre-Amtrak days: a fleet of older cars to augment capacity on peak days at modest cost. In contrast, Amtrak basically has been fielding almost all of its equipment on a year-round daily basis with little to add at peaks.

Since Heritage cars cannot be retrofitted to all-retention waste disposal systems, we hope any policy or law dealing with such systems would exempt Heritage cars, recognizing that these cars are limited in number, would run on a limited basis, and would offer significant benefits to the Amtrak revenue-to-cost ratio about which everyone is so concerned.

VI. AMTRAK VS. SCHOOL PATROL TRAINS

Indefinite operation of Heritage cars also would facilitate Amtrak's continued operation of the Florida school patrol trains. We strongly opposed Amtrak's efforts to kill those services effective this year. We think the initial decision badly underestimated the public-relations costs of ending the school patrols, which date back long before Amtrak's 1971 startup and which encourage today's students to become tomorrow's adult passenger-train riders. While this was a hot issue, we told Amtrak that current flat ridership trends in the Northeast Corridor (presumably due to high fares) and the delivery of new cars to increase Northeast Corridor capacity made the initial school-patrol decision particularly hard to understand this year, since Amtrak had maintained the school patrol tradition through much tougher equipment situations in previous years. We are disappointed that the net effect of the whole brouhaha was to kill the Atlanta school patrol trains.

Nevertheless, we recognize that the original decision had some economic rationale behind it, even if some of Amtrak's savings estimates were exaggerated. Keeping Heritage cars as part of Amtrak's operating fleet would enable Amtrak to meet school patrol demands with little or no impact on regular service.

VII. HIGH SPEED RAIL

We need to upgrade tracks so Amtrak can offer air-competitive services in more corridors. We believe establishment of a federal-aid program would leverage considerable state money for such efforts. Today, the absence of such a program means states have to forego federal highway and airport money in order to invest in rail, so there is little investment in rail.

We think some of the discussion emanating from DOT is based on unrealistic expectations about what the private sector will do. Certainly we see no evidence to support the notion that "private investment will be the central feature in putting any [new-technology] systems into place" (p. 106). I was a panelist on the "Earthtech" transportation forum April 6 and found that the strongest support for my "attack" on mode-specific transportation trust funding came from Larry Johnson of Argonne National Laboratory, whose major interest is in magnetic levitation.

He said, as I recall, "We're trying to get the private sector involved in magnetic levitation but their first question is always: 'What is the market?' The research always comes back: as long as the government is spending money only on highways and aviation, the market is not significant."

As for our views on magnetic levitation, it is that, while this mode may be useful in the next century, we hope maglev's "sex appeal" will not distract attention from the practical work of upgrading Amtrak corridors. Such work could make significant contributions to our transportation system almost immediately, while influencing development patterns in ways that would also be helpful to maglev should those systems be implemented at some future time.

VIII. TRANSIT

We remain hopeful that Congress will remove the pro-auto-commuting bias in federal tax law as it applies to employer-provided parking (100% tax-free, often worth a few hundred dollars a month) vs. employer-provided transit passes (tax-free only if limited to $15 or less per month).

In support of our introductory comments about the impact of the Clean Air Act on buses, we understand current Flxible prices are: diesel bus $185,000--or $202,000 with trap; methanol bus $229,000; CNG bus $285,000. CNG fuel is costing the Pittsburgh system about $.20 a gallon more than diesel. Methanol buses require 2.77 gallons of fuel to do the work of a gallon of diesel fuel--per-gallon fuel prices are roughly comparable. Some of these figures will moderate after development of mass markets, but capital and operating costs will remain significantly higher than for the old diesels.

Obviously part of the solution is to replace buses with electric light rail (or even trackless trolleys) wherever possible, both to reduce emissions per seat-mile and to increase ridership. Attached is a Mar. 26 Sacramento Bee article, "Figures tell it: Light rail works," showing the steady increases experienced on a system federal transit officials have criticized. Rail transit in general has suffered from an eagerness of critics to make sweeping judgments a year or two after the opening of rail systems built to last generations. In that connection, we were pleased to note recent Amtrak reports about encouraging Atlantic City ridership trends and the Miami Herald's Mar. 9 article, "Tri-Rail ridership on a roll: Ads, midday service credited for increase."

On the other hand, we are somewhat skeptical of HOV lanes. It seems that Secretary Skinner's interest in the revenue-to-cost ratio evaporates on this point. DOT officials, quick to criticize even Washington's Metro for its "low" revenue-to-cost ratio (about 75%), seem unable to say enough good things about Shirley Highway's HOV lanes even though the Metrobuses using them have a cost recovery of only about 30%.

HOV lanes undoubtedly are more efficient than unrestricted freeway lanes, but in most situations where we have seen HOV proposed, light rail would probably attract even more riders and a bigger market share, require a lower operating subsidy, and cause less noise and air pollution and congestion. Buses are particularly ineffective in providing quality off-peak and reverse-peak service, factors which are increasingly important as growing congestion and air pollution problems underline the importance of transit handling as many peak and off-peak trips as possible. We agree with the California Transit League, which opposes HOV lanes except as part of existing rights-of-way.

IX. PASSENGER TRANSPORTATION SUMMED UP

Our director Samuel E. Stokes Jr. of Alstead, NH, put it this way in a letter to The Christian Science Monitor: "When this nation had trains everywhere carrying people and mail, we exported more oil than we imported. One seven-car Amfleet train can relieve the highways of 500 cars. Six trains a day on ten corridors around the country could relieve the roads of 30,000 cars. The energy savings would be tremendous.

"Americans are now wasting 1.6 billion hours a year in traffic jams, and over 44,000 die on our highways every year. Auto fuel efficiency will change neither of these facts. Expanding rail service will. It is sad Washington cannot admit the truth."

We appreciate the fact that this committee has done as much as any body to allow Amtrak and mass transit the level of achievement they have already made. We urge you to redouble your efforts to further strengthen these programs.

X. FREIGHT RAILROADS

We are concerned with the fate of the freight railroads for the reasons noted earlier and because freight railroads' health dramatically influences Amtrak's ability to provide service.

Four years ago, my testimony here included this: "_Some_ of our board members are skeptical about whether there is a long-term future for private, infrastructure-owning railroads trying to compete with highway and water carriers using publicly-owned infrastructure, but our board is _united_ in opposing further increases in allowable truck weights and in hoping that some form of weight-distance tax, now under consideration at DOT, will _increase_ the extent to which heavy trucks pay for the damage they do to the highways."

That quotation remains valid today. We are disappointed that the new transportation policy does not endorse a national weight-distance tax, but glad that it at least recommends setting highway user charges "according to the costs imposed by each class of users" (p. 75) and notes that "significant numbers of overweight containers are being shipped over U. S. highways, causing additional wear and safety concerns, without adequate contribution in highway user fees to compensate" (p. 72).

The policy also says: "The railroads remain subject to a variety of archaic and outmoded requirements at the Federal level, including the Federal Employers' Liability Act and the Railroad Retirement Act, that keep the railroads from playing the most efficient and effective role in the transportation system and competing on an equal basis with other modes not subject to these unique laws" (p. 70).

In conjunction with Friends of the Earth, National Taxpayers Union and Sierra Club, our association today is releasing a booklet, _Big Trucks Getting a Free Ride: Enact a National Weight-Distance Tax And Say "No" to Bigger Trucks!_ I have copies here for the chairman and for Mr. Coughlin and can provide such additional copies as the subcommittee may request.

Four or five major railroads are in trouble. Illinois Central is lifting so much of its double track that Amtrak officials doubt IC's ability to run Amtrak trains reliably. IC, whose mainline roughly parallels the Mississippi River, is the railroad most vulnerable to competition from heavily (but indirectly) subsidized water carriers. As the transportation policy notes: "the Inland Waterways Trust Fund, paid from Federal fuel taxes on commercial vessels, covers about 10% of Federal outlays for inland waterways" (p. 55).

This week, successive Journals of Commerce announced that Standard & Poor's Corporation "is continuing to keep a close watch on Santa Fe Pacific Corp. and its Atchison, Topeka and Santa Fe Railway Co. following the parent's announced settlement of litigation with Energy Transportation Systems Inc." for $350 mill. over 8 years (Apr. 23) and that the railway "will lay off about 850 people by May 15. The layoffs will be concentrated in the railroad's section gangs (i.e., track workers) and in its car and locomotive repair shops" (Apr. 24).

Last year, Chicago and North Western was the object of a leveraged buy-out which "left the railroad with a debt load of approximately $1.3 bill., about twice what it was before the deal was completed....The company faces an operating cash shortfall of $70 mill. this year. This will be partially offset by a planned assets sale that the company hopes will bring in $30 mill. Analysts, however, are skeptical about the railroad's long-term chances of survival. 'We conclude that the company has sufficient liquidity to survive the next 3 to 4 years but probably will not generate enough cash to cover principal payments and capital expenditures,' said Jonathan Bernstein, financial analyst for Freeman Securities Co. Inc. in Jersey City" (Traffic World, Apr. 9).

Southern Pacific is closing some intermodal facilities and raising some rates "in an effort to strengthen its domestic intermodal network" (Journal of Commerce, Apr. 11). "One Midwest transportation consultant, studying the revised SP intermodal map, remarked, 'Lesson No. 1: Railroads are volume-sensitive to the point of being obscene. Remember, it takes no more money to run a 100-car train than it does to run an 80-car train.'" (Traffic World, Apr. 23).

Meanwhile, the bankrupt Delaware and Hudson Railway may close down even though it is part of the most direct New York-Montreal route and U.S.-Canada trade is expected to increase dramatically under the new trade agreement. The problem is that, thanks to the structure of the rail industry, with infrastructure controlled by individual carriers, the various connecting railroads seem more interested in blocking their competitors' access to D&H tracks than in preserving those tracks.

Last week, our board of directors heard presentations on "Equal Access Railroading...the Right of any Qualified user to have entrance to and passage over railroad lines and tracks under the operating rules and regulations governing those facilities for a Fee....simply an extension of what exists in most other transportation modes." The presentations were by Wall Street Analyst Isabel Benham, president of Printon, Kane Research, Inc., and Thomas D. Ellen, a former Southern Pacific official now in the trucking business--president of Logistics Transportation System of North Granby, CT.

They argued that equal access would encourage more intense use of tracks, including development of the very short trains that could help rail freight stabilize and increase its market-share. Nationwide application of "equal access" would enable carriers "to grow geographically and adjust to changing market conditions"; the present system, with each carrier limited to the tracks it owns, forces dependence on interchange, which airlines and truckers have largely abandoned since deregulation, primarily because they want to "control quality of service over the entire movement, door to door."

"Equal access" would appear to be a logical way to keep key Delaware & Hudson lines open. In fact, D&H Trustee Francis P. DiCello considered this option. A spokesman for Temple, Barker & Sloan Inc. said a railroad such as D&H which is more valuable as a routing alternative than for originating or terminating traffic "might have better earnings if he just maintains the road and lets anybody operate over it than if he has the train and operates it himself" (Journal of Commerce, Feb. 22). TB&S developed a "model for costing a D&H toll road" which Benham distributed to our board.

Lest there be any doubt about the need for a dramatic increase in rail market-share, consider that intermodal services account for a pathetic 16% of general merchandise freight (Journal of Commerce, June 16, 1989). According to Conrail Chairman James A. Hagen, "In the 7 years of growth, railroads have continued to see traffic grow, but their share of the consumer goods market slip when compared with truckers" (Journal of Commerce, Sep. 22, 1989). Revenue per ton-mile is also declining (1989 was 1.9% below 1988), underlining the need for railroads to find new ways to "grow the business."

"Equal access" would be a more competitive response than railroad company reductions in service accompanied by analysts' complaints about "obscene" volume-sensitivity (see the above quote about Southern Pacific). Ellen is pushing "equal access" legislation in Connecticut.

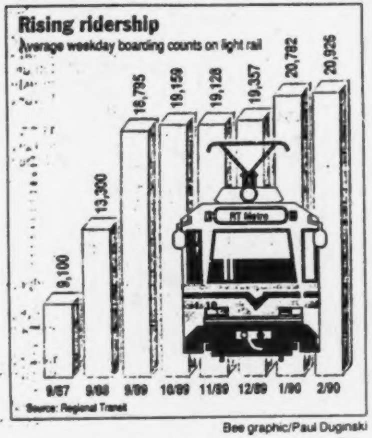
But Benham and Ellen emphasized that "equal access" would not end the need to address the fundamental equal-treatment issues noted near the beginning of this section and repeatedly raised by the Association of American Railroads. Ellen believes, however, that equal access, by creating a larger number of constituents with an interest in AAR's legislative wish-list, would facilitate solutions to the items on that list.

He believes that passage of national equal access legislation would lead many companies, including those that own their own truck fleets, some shortline railroads, and American President Lines to buy RoadRailer-type equipment that could economically handle the shorter and lower-volume hauls railroads now ignore.

Ellen said his own trucking firm likely would make similar investments to take advantage of equal rail access but would never use existing railroad piggyback service. He could not meet his service requirements while depending on someone else's schedules. In other words, his customers would not accept the delays inherent in assembling a train long enough to make a profit under current operating procedures. Other piggyback problems include delays and damage potential associated with loading and unloading, someone else's control of the equipment, the costs of investing in special piggyback equipment, and the fact that routes of existing railroad companies average about 10% longer than the most efficient rail routing (which in turn is about 10% longer than the highway route).

Thank you for considering our views.

Sacramento Bee March 26, 1990



Bee graphic/Paul Duginski

Figures tell it: Light rail works

Ridership, although short of predictions, has increased steadily

By Kathryn Eaker Perkins
Bee Staff Writer

Sacramento light-rail commuters have proven the critics wrong.

State and federal officials – who held the purse strings to the project in 1983 – doubted people would exchange their cars for a slower train commute. They said Sacramentans would not stand for being packed into trolley cars like sardines. They said the design would make the trains unreliable.

Overall, they said, the trolley system was poorly conceived and could not succeed.

It took a little longer than light-rail officials thought, but passengers are crowding aboard. Ridership, revenue and reliability have grown steadily in the three years the trolley line has been operating.

"You know, we have tradeoffs," said light-rail passenger Kenneth Lindsay, an office assistant for the state Department of Motor Vehicles.

"Sure, I'm standing up," said Lindsay, riding home on the Folsom line during rush hour last week. "But I'm saving money on car insurance, wear and tear on my car, gasoline, and I don't have to pay parking that runs $40, $60, $100 a month.

"It takes me about 15 minutes longer (on the train,) and I don't have the headaches of driving."

For their part, however, federal and state officials were right when they predicted the system wouldn't be able to handle rush hour loads without overcrowding, that ridership projections were too rosy, and that if the projections fell short, Regional Transit would be forced to cut back on service, or seek more revenue, such as a sales tax increase.

Michael Evanhoe, former executive director of the California Transportation Commission, said in 1983, "The budget is insufficient to build a system that's needed to handle the projected ridership." That was true.

However, a random sampling of rush hour riders last week said they would rather commute longer and stand shoulder-to-shoulder in the aisles than hassle with driving and parking.

- As far as reliability, trains are running on time about 98 percent of the time, said Cam Beach, light-rail manager.

The trolleys are carrying capacity loads at rush hour, and almost 21,000 passengers a day during the week. Light rail is now covering 35.2 percent of its operating costs with fares. That exceeds the state requirement of 28.1 percent.

However, that number of passengers is only slightly higher than the 20,500 that transit planners predicted would be riding the system in its first year – not its third.

And most of that 65 percent increase is the result of the service improvements implemented in April 1989 – longer operating hours and more efficient bus connections – partly funded with revenue from a sales tax increase.

Before contractors broke ground for light rail in March 1983, Evanhoe's criticisms centered on what he saw as a major "design flaw." To stay within the budget,

See TROLLEY, page B3

Continued from page B1

the system was built primarily single-track with double-track sections where trains traveling in opposite directions could pass each other.

Evanhoe said that would limit the capacity of the system to accommodate riders. It would be standing room only at rush hour. And Sacramentans, he said, were not "straphangers."

He also fretted that the circuitous route plotted for the Watt/Interstate 80 line – the "do-si-do" around the Lumberjack store and the trip down Del Paso Boulevard – would give suburban commuters the perception they are going out of their way and could get to their destination faster by cars.

Anita Nessim and Melanie Gore, both secretaries for different state agencies who ride the more heavily traveled Folsom line, said that not only do they not mind the close quarters, but it resulted in a close friendship. "We met this way," said Gore, glancing at the crowded aisle. "And now we even have lunch together."

Besides, she said, "I sit all day, so standing 15-20 minutes is not a problem. And I would rather do that than drive." Nessim said the rising cost of car insurance is another factor for her. But she criticized officials for not building a more extensive system. "They should extend the rails for more of the residents, and the developers should pay for it," she said.

Nancy Zimmelman, a state archivist, acknowledged that the crowded conditions are "at times a little uncomfortable, and you can start to feel a little claustrophobic."

"But most of the time, it's not too bad," she said. "And with the state employee discount, I can get my monthly pass for $25 and park for free (at the park-and-ride lot), compared to someone who is paying $80 a month at a parking structure. It's one of the best bargains around," said Zimmelman. "I love light rail."

Since the rail line opened in April 1987, there has been a steady increase in passengers, but the system hasn't significantly expanded. The district is still running 26 cars, although 10 more are on order.

To increase reliability and run more frequent trains, RT has added about three miles of double tracking on the Watt/I-80 line, and is in the process of installing a couple miles of double track on 12th Street.

"The systems plan is under way and will map out the future for the next 10 to 20 years," said Tom Matoff, RT general manager.

The most likely next extension will be to Hazel Avenue, but extensions to Roseville, Davis, Folsom, south Sacramento, Sacramento Metropolitan Airport and West Sacramento are also being considered.

"And if the voters of the state provide us with additional funding in the form of rail bonds this June," said Matoff, "we will be able to accelerate our construction program and bring the benefits of light rail to more people sooner."

Editorial, THE OREGONIAN, 4-11-90

A penny for Amtrak, too

Deteriorating bridges and interstate highways are forcing Congress and the White House to consider increasing the federal gasoline tax. Amtrak's needs should be a part of the discussion.

Allocating one penny of any increase in the 9-cent federal gasoline tax would meet Amtrak's expanding capital needs for the next decade. Support for the national railway passenger system would alleviate growing air and highway congestion in many areas of the nation at far less cost and environmental impact than construction of new airports and freeways.

Furthermore, it would give Amtrak a needed leg up toward its goal of operating without a federal subsidy. A fantasy? Perhaps, since no other major passenger railroad in the world is doing that. But in 1981, the National Railroad Passenger Corporation paid 48 percent of its operating bills; last year, it paid nearly 75 percent.

That is measurable progress toward the National Railroad Passenger Corporation's goal of eliminating its federal operating support by the year 2000.

People who talk about privatization today too easily dismiss the fact that Amtrak in 1971 took on a private service that was declaring more than $400 million in losses annually.

Amtrak needs more cars and locomotives to meet its current demand. Millions of potential passengers are being turned away for lack of space. That is happening even on the eight trains being operated daily through sparsely populated Oregon.

Amtrak needs even more cars and locomotives if it is to provide the much-needed, energy-efficient, environmentally benign, lowest-cost alternative to the growing congestion of the nation's highways and airports.

Call it revenue enhancement, a user-fee increase or whatever, investing just one cent of any new gasoline tax adjustment in Amtrak would help the railroad move further toward ending the taxpayer subsidy of its operations, would add desirable and necessary service, and would return safety, environmental and energy-conservation benefits.

The Baltimore Sun
April 24, 1990

Amtrak's Shrinking Subsidy

One of the quiet success stories in the nation's transportation industry has been the gradual improvement of Amtrak's financial condition. A quasi-public line that used to depend on Washington for 52 percent of its operating costs now turns to the Congress for only 28 percent of its everyday expenses.

That's a considerable achievement, one that is expected to be repeated in the years ahead as Amtrak officials continue to seek ways to trim costs, lure more passengers to Amtrak's 24,000 miles of routes and find new revenue sources. By the end of the decade, Amtrak could be close to the break-even point.

Much of the credit goes to W. Graham Claytor, who has worked some of the same magic he previously employed at Norfolk Southern Railroad. He has turned Amtrak into a viable rail company, the nation's only passenger-rail system.

But now Amtrak needs additional help if it is to draw greater numbers of passengers. Mr. Claytor estimates that the railroad will need $2 billion over the next 10 years to replace aging cars, locomotives, stations and tracks. Congress could provide part of that money through relatively small annual appropriations on top of an operating subsidy that may slip below $600 million this year, compared with nearly $900 million in 1981. But there is another promising option. If Congress decides to raise the gasoline tax to help pay for a much-needed overhaul of the nation's transportation infrastructure, it could take care of Amtrak's capital requirements by dedicating one penny of that tax to the railroad.

Amtrak cannot be expected to draw more passengers without modern cars and ever-faster locomotives. The better the rail service, the greater the number of people who will decide to turn to rail — one of the most fuel-efficient ways to travel. That's the kind of trend Congress should encourage. Given Amtrak's impressive improvements, the railroad deserves Washington's support.

Mr. **Lehman**. Thank you, Ross. We're always glad to have you here each year. Mr. Coughlin?

Mr. **Coughlin**. Thank you. You always provide a very challenging and very provocative testimony, and we're grateful for it and grateful for your service.

Mr. **Capon**. Thank you very much.

Mr. **Lehman**. Dennis Eckart and Senator Boggs, come on up. Dennis, you have the time.

Thursday, April 26, 1990.

INTERSTATE HIGH SPEED RAIL COMPACT, METRO LINK

WITNESSES

HON. DENNIS ECKART, U.S. REPRESENTATIVE FROM THE STATE OF OHIO OF OHIO

ROBERT BOGGS, CHAIRMAN OF INTERSTATE HIGH SPEED RAIL COMPACT, METRO LINK, OHIO STATE SENATE

Mr. **Eckart**. I have the time, Mr. Chairman? The question is do you have the money? [Laughter.]

Mr. Chairman and colleague, it's not often I get a chance to introduce a home-grown state senator who was also a roommate. Many years ago when I first went to the state legislature, Bob had preceded me there by several years. In the course of our career together, we have continued to grow, me from the state house; Bob from the state house to the state senate and me ultimately to the Congress. I'm not sure which one of us has risen higher and/or faster. But one thing I can say about my state senator, he has assumed a significant leadership role in the national discussion concerning the revitalization of rail, both as a transportation and communication link.

Our state, Mr. Chairman, has invested significantly in rail activities and the lead for that has been my state senator, Senator Bob Boggs. So if it pleases the Chair, I would like to acknowledge my colleague's efforts and have him proceed as the Chair sees fit.

Mr. **Lehman**. You tell your roommate that his roommate has done a helluva job since he's been here.

Mr. **Eckart**. Thank you very much.

Mr. **Boggs**. Mr. Chairman, first of all, let me respond by saying the people of the State of Ohio are very proud of Congressman Dennis Eckart and especially for the fine work that he has done on the House Energy and Commerce Committee in his work both for high speed and also for conventional rail.

But I'm here today representing the Interstate High Speed Rail Compact, which is a Federally-recognized interstate compact composed of the states of Illinois, Indiana, Michigan, New York, Ohio and Pennsylvania. We first would like to extend our appreciation to the Members of this subcommittee for the hard work and effort that you have done in the past in restoring AMTRAK's budget.

And secondly, we come to voice our enthusiastic support of the request of the National Railroad Passengers Corporation's request for Federal fiscal year 1991 appropriations of $495 million for operations and $188 million in capital funding.

Under the decisive leadership of President Graham Claytor and with the full commitment of the operating unions, I think we're aware of the remarkable turnaround in AMTRAK operations throughout the country. Since 1981, they have been able to reduce their Federal subsidy in half, and in this budget, their request certainly continues that effort.

But I would like to point out to you, Mr. Chairman and Members of the committee, that although the $188 million request for capital needs does represent an expansion, this expansion is very necessary if AMTRAK is to continue its reduction in Federal subsidies and if it is able, to enable it to meet some of the pressing needs that it has in the area of equipment shortage. There are already sold out trains, there are too many standees on corridor trains, and AMTRAK presently cannot meet its 403(B) requests because of this equipment shortage.

Now, the Interstate High Speed Rail Compact first set out as a body designed to plan and develop high speed rail systems throughout our region, and we have three active programs presenting in the region. But we also are working to improve conventional rail service in the region by building on AMTRAK routes, by enhancing them, by adding to them, by extending them. We do that, Mr. Chairman, because we sincerely believe that our present transportation policy is on a collision course with reality.

I think the recent Federal study, "Moving America", more eloquently than I points out the present problems with our present transportation system, but let me just point out a few of them. Obviously, there are grid lock problems that are reducing the economic productivity of this country. There is significant damage being done to the environment and to the public health because of excessive auto emissions. The present transportation system is the single largest contributor to the nation's national trade debt. And fourthly, and very importantly, it's leaving too many of our rural poor, our senior citizens and our physically challenged isolated in terms of inner city transportation.

We need good airports. We need good seaports. We need good transit and highways. However, what is needed most is a balanced transportation system. And the members of the Compact states, we believe that in terms of the 100 to 400 mile trip range, that both high speed rail and conventional rail is the most efficient mode of transportation for many of those trips.

Mr. Chairman, AMTRAK can play an important role in reducing many of the transportation problems and difficulties we have now. But they must overcome their equipment shortage. As I indicated recently, the Compact has initiated a conventional rail service plan, but that is presently being frustrated by the fact that AMTRAK doesn't have the equipment to implement it.

In addition, we believe that AMTRAK has a significant role in high speed rail development, and we have already begun working with AMTRAK in developing planning for high speed rail systems throughout our region and they have been most responsive.

Congress was extremely farsighted, though, in creating the 403(B) section when AMTRAK was created in 1971. Congress was correct in predicting that there would be corridors in the United States which would not be part of the basic system, and yet nevertheless they would need the implementation of passenger rail services in meeting their essential transportation responsibilities. I might point out that some of these 403(B) trains presently have exceeded the success of some of the trains on the basic system. A good example of that is the Pennsylvanian, which is a partnership between AMTRAK and the State of Pennsylvania, which recovers over 120 percent of its avoidable short term costs.

403(B) services have helped Congress get more bang for each investment of rail dollars, because AMTRAK is able to leverage state funds, I think, as was indicated before, in the neighborhood of over $700 million a year, and that's in addition to the some $30 million that states are spending on other rail improvements throughout this country.

In summary, Mr. Chairman, the Interstate High Speed Rail Compact enthusiastically endorses the Federal fiscal year 1991 appropriation level sought by AMTRAK. We believe there is leadership there both in the hierarchy of AMTRAK and also among the unions that has turned around the performance of AMTRAK. We believe they have present equipment problems that must be overcome so that we can end some of the overcrowding on their present services, and which would enable them to add capacity to their system.

Thank you.

[The prepared statement of Mr. Boggs follows:]

STATEMENT OF THE HONORABLE ROBERT J. BOGGS, CHAIRMAN

INTERSTATE HIGH SPEED RAIL COMPACT

before the

HOUSE APPROPRIATIONS COMMITTEE
SUBCOMMITTEE ON TRANSPORTATION

concerning the

FFY 1991 TRANSPORTATION APPROPRIATIONS BILL

April 26, 1990

Mr. Chairman and Members of the Committee:

My name is State Senator Robert J. Boggs, and I'm here today representing the Interstate High Speed Rail Compact. The Compact enthusiastically supports the request of the National Railroad Passenger Corporation for FFY 91 appropriations of $495 million for operations and $188 million in capital funding.

Amtrak's request for $495 million in operating assistance for FY 91 is a $35 million reduction from FY 1990 and demonstrates the continuing progress that Amtrak is making toward reducing its federal subsidy. Under the decisive leadership of President Graham Claytor, and with the commitment and support of its operating unions, Amtrak has made remarkable progress in cutting its federal subsidy in half since 1981.

The $188 million request for capital needs does represent an expansion. However, this revenue is needed to offset Amtrak's critical equipment shortage. Already faced with sold-out trains, standees on many of its corridor trains, and insufficient equipment to meet its 403 (b) requests, Amtrak desperately needs these funds to insure that it can continue to reduce its federal subsidy and to add additional capacity to its system.

THE INTERSTATE HIGH SPEED RAIL COMPACT

The Interstate High Speed Rail Compact is composed of the states of Illinois, Indiana, Michigan, New York, Ohio and Pennsylvania. The initial activities of the Compact were oriented toward the advancement of regional high speed rail systems. These systems are patterned after successful European and Japanese models which operate at very high speeds and which have moved billions of passengers without a single fatality. Currently there are three corridors within the region where such high speed rail systems are being studied.

More recently the Compact has also developed a plan for the implementation of improved conventional rail services for the region by extending, adding and enhancing Amtrak services.

The Compact has received federal approval. In 1984, Congressman Joe Kolter of Pennsylvania introduced HR 4308 in the Congress to provide federal recognition and approval of the Compact. This legislation was approved by the Congress and signed into law by President Reagan in that year.

The states comprising the Compact have an enormous impact on the nation. The region contains nearly 70 million citizens, which is nearly 30 % of the nation's total. Additionally, Compact states contain 33 % of the total manufacturing employment in the United States and nearly 20% of the nation's wholesale trade.

The Compact consists of a twelve-person Compact Advisory Council, with each member state receiving two representatives. In addition, there are three standing committees of the Compact - Technical, Grants, and Legislative.

JUSTIFICATION FOR SUPPORTING PASSENGER RAIL SERVICES

It is the belief of the Compact that our present national system of transportation is on a collision course with reality. It is well documented that the present system is not adequate for the transportation, economic and social needs of the 1990's, let alone for the needs of the 21st Century.

It is distressing, at a time when transportation planners in the United States are debating whether it is safe for Americans to travel 55 mph or 65 mph on our rural interstate highway system, that citizens in other industrialized nations have access to surface transportation systems that cruise at 125, 150 and even 165 mph. Each day these advanced transportation systems save time. They save energy. And they save lives.

Our present system of transportation is plagued by gridlock, safety problems, and increasing damage caused to the environment and the public health. It is also the single largest contributor to the foreign trade deficit as it requires the importation of nearly two billion barrels of oil each year just to keep it running. Finally, our present system of transportation contributes to the isolation and other mobility problems of senior citizens, the rural poor and the physically challenged.

It is impossible to go into great detail on each of these problems at this time, but consider the following data concerning the gridlock and public health problems. The US Department of Transportation estimates that total transportation demand in the United States will increase from 1 trillion passenger miles in 1970 to 3.5 trillion in 2020. There is simply no way that our existing highways and airports can meet this increased demand when, according to the recently published national transportation study Moving America, urban highway delays now already total more than two billion hours annually These delays cost Americans billions of dollars in lost productivity.

Furthermore, in the near future, according to Moving America, the number of airports projected to experience significant delays will grow from 21 to 33. Thus, the annual $5 billion of lost productivity currently caused by airport delay is estimated to grow by over 50%.

Concerning the public health issue - in his Congressional budget testimony, Amtrak President Graham Claytor indicated that air pollution from motor vehicles is responsible for $40 - 50 billion in annual health care expenditures and as many as 120,000 premature deaths each year. This damage to the public health caused by our present transportation system is totally unacceptable.

The U.S. needs good airports and highways, just as it needs good transit and seaports. However, what is needed most is a truly balanced national transportation system which utilizes the efficiencies of each transportation mode. Both high speed and conventional passenger rail systems can contribute to greater transportation efficiency, particularly in the 100 - 400 mile trip range.

AMTRAK'S REMARKABLE TURNAROUND MUST CONTINUE

Mr. Chairman, FY 1989 data illustrates the continuation of a remarkable improvement in performance by Amtrak. Amtrak's revenue reached $1.27 billion, which is an all time record and a 15 percent improvement over the previous year. This revenue increase has allowed Amtrak to cover 72 percent of its operating costs. Thus, since 1981, Amtrak has been able to cut its federal operating assistance in half, and its revenues now exceed its short-term avoidable cost ratio. Amtrak also set records in FY 1989 for passenger miles traveled with over 5.8 billion.

As has been discussed, what is even more remarkable about these figures is that they were achieved at a time when Amtrak is suffering from a severe equipment shortage. This shortage has, however, raised havoc with Amtrak's 403 (b) obligations. Many states have been turned down for 403 (b) service even when they were willing to pay their share of the mandated costs simply because Amtrak has not had the extra equipment necessary to operate the service.

Congress was extremely far sighted in creating the 403 (b) program when Amtrak was created in 1971. Congress was absolutely correct in predicting that there would be corridors in the United States which are not part of the basic system which would nonetheless find that the implementation of passenger rail service would be essential in helping them meet their transportation responsibilities.

Thus, under Section 403 (b) of the Rail Passenger Service Act, Congress outlined a formula by which any state, group of states, local or regional agencies, or any other person could submit an application to Amtrak requesting the institution of rail passenger service or the retention of any such service that Amtrak intended to discontinue. According to the law the petitioning party is responsible for (1) providing adequate assurances that it has adequate resources to meet its share of any such operating or capital costs for the service, (2) providing Amtrak with an acceptable market analysis that demonstrates that there is an adequate demand to warrant such service, and (3) a statement by the party indicating that it will pay at least 50 percent of all capital costs and 45 percent of the operating costs in the first year of operation, and 65 percent thereafter.

Under 403 (b) Amtrak has been able to expand its services to include additional routes that were not part of the basic system. The Pennsylvanian, for example, has been a tremendous success. This partnership between Amtrak and the State of Pennsylvania has been responsible for a service that has been able to capture over 120% of its short-term avoidable costs. Other substantial improvements that the 403 (b) program has helped bring to our Compact region alone are the expansion of the Empire Corridor in the State of New York, the upgrading of track owned by the State of Michigan in the Chicago - Detroit Corridor over which Amtrak trains operate, and improvement in passenger service in the Chicago - St. Louis market.

403 (b) services have helped Congress get more "bang for the buck" for its passenger rail dollar. Every dollar that Amtrak spends in this partnership program, it is able to leverage equivalent amounts of state capital funds and usually greater amounts of operating funds.

However, due to the tremendous shortage of equipment, Amtrak has not been able to fulfill all the requests that have been made of it by the States. Consequently, the Interstate High Speed Rail Compact endorses Amtrak's request for $188 million.

In summary, the Interstate High Speed Rail Compact endorses the FFY 91 appropriation levels sought by Amtrak. These revenues are vital if Amtrak is to overcome some of its present equipment shortages and continue its remarkable progress toward reducing federal subsidies. In addition, these revenues will enable Amtrak to provide additional 403 (b) services and help offset some of the serious problems created by our current unbalanced transportation system.

Mr. **Lehman**. Thank you. Does your compact have a position on maglev?

Mr. **Boggs**. Mr. Chairman, we have not taken a position on what type of high speed rail will be developed. We believe that you have to evaluate each individual corridor and decide what corridor needs to be addressed.

Mr. **Lehman**. I just see coming down the track the competition for funds maglev on one side and upgrading electrified road beds on the other. I'm not sure we'll have enough money for both.

Mr. **Boggs**. I agree, Mr. Chairman. And I might say, I'm Chairman of the Ohio High Speed Rail Authority, and our plans are an electrified high speed rail system of the TGV type.

Mr. **Lehman**. Thank you. Mr. Coughlin.

Mr. **Coughlin**. Thank you, Mr. Chairman. Two things of concern in connection with AMTRAK are the application of FELA to AMTRAK which was discussed earlier and also the charging to AMTRAK of all the railroad retirees, not just AMTRAK's retirees, but all of them. Do you have any position on that in terms of your association on either of the issues or both?

Mr. **Boggs**. Yes. Mr. Chairman and Mr. Coughlin, the Compact has not taken a position on that as a compact, but we have left it up to the individual states.

Mr. **Coughlin**. Thank you, Mr. Chairman.

Mr. **Lehman**. Thank you very much.

Mr. **Boggs**. Thank you, Mr. Chairman.

Mr. **Lehman**. Mr. O'Rourke.

Thursday, April 26, 1990.

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION, NATIONAL ASSOCIATION OF GOVERNORS' HIGHWAY SAFETY REPRESENTATIVES (NAGHSR)

WITNESS

PETER K. O'ROURKE, CHAIRMAN, NAGHSR

Mr. **O'Rourke**. Good morning, Mr. Chairman, Mr. Coughlin. My name is Peter O'Rourke. I'm the Governor's Highway Safety Representative for the State of California and I'm here representing the National Association of Governors' Highway Safety Representatives.

Mr. **Lehman**. Have you passed that gas tax?

Mr. **O'Rourke**. I hope so. I'm going to keep my fingers crossed. Today, I would like to speak to you about the state highway safety programs which are funded, as you know, primarily with funds from Section 402, the State and Community Highway Safety Grant Programs. Under this program, the states receive grant monies that allow the states to develop their respective highway safety plans to address such diverse issues as the drinking and drugged driver, our EMS needs, traffic record needs, occupant restraint considerations, traffic records, and a host of other issues.

These grant funds are provided the state with the idea that they are a seed money concept. In other words, we will fund an activity, usually over a three-year period, at a 75 percent initial contribution rate, ultimately 50 then 25, with the governmental entity picking up the additional resources to make sure that when our monies are through that that's an ongoing activity. And I am pleased to tell you that the experience, not just in California, but nationally has said that has worked extremely well. It's my firm belief that the effectiveness of that program is demonstrated by the fact that the mileage death rate is significantly being dropped in the last few years.

It's an extremely cost effective program in the sense that we are able to broker off an awful lot of other dollars. We are able to get in-kind dollars from the state, from counties, from cities and the public sector as well. And it's really a program that was able to magnify itself.

One of the concerns, though, is that the funding for the program has levelled off over the last several years and a portion of the available funds have been earmarked. As a result, our buying power is shrinking. And it's really kind of ironic that at the time it's shrinking there is more public interest for the issues of traffic safety in this country than at any other time. The medical community is embracing and understanding that motor vehicle trauma is a leading cause of death in this nation and the public health community and the traffic safety community are working jointly, as they never have in the past, to move forward. But again, we're looking at shrinking dollars. It's conversely—the interest is there and the dollars are shrinking. We urge the committee to correct this problem by increasing the funding level for the 402 program.

We also support increased funding for the 408 program, which is the alcohol incentive program. Our analyses show that there will probably be a $3.1 million shortfall in the program unless funding is increased, and we're also concerned there will be over a $5 million shortfall in fiscal year 1990 for 408 funds.

We strongly support the Administration's request for a $5 million fiscal year 1990 supplemental, and I will speak from a selfish standpoint that that shortfall is greatly going to be caused by the fact that California will be eligible for 408 funds and that was not something that was taken into consideration earlier on, as well as Connecticut will also be there.

We should also point out that we feel that the funds are going to be gone for 408 probably as early as fiscal year 1994 or 1995. We intend to ask the authorizing committees for increased authorization for the program and we hope that in the out years this committee will support higher funding levels for the program.

In regard to the request by the Administration for $8 million in 410 funds, we do not support that request. We believe that the program should be funded at the $3 to $4 million level, and that the remainder should be allocated to the 408 program. The basic reason for that position is the fact that at best, three states may qualify for 410. We sincerely doubt that two of those will make it, so at best, we think perhaps the state of Wisconsin is going to qualify, and why replicate history where we let an unobligated balance just build up and cause those to question whether the program is effective or not, and also let it be subject to perhaps being reduced because it's sitting there untapped.

Another area that I'd like to address is we'd like to see more flexibility in the present $20 million that's earmarked for speed enforcement against the national maximum speed limits. Speed per se is the problem, not speed on our interstate systems. And we need the flexibility to attack our speed problems in our respective states off the interstate system as well. This would allow us to meet both needs.

We also, in another area, support the Administration's request for $10 million for the Federal Highway 402 program. We also support the Administration's request for $60 for the MCSAP program.

We would also like to recommend that the enforcement of traffic safety laws for commercial motor vehicles be eligible under the MCSAP program, and we would clearly like to recommend that there be mandatory coordination between the Governor's Highway Safety Representatives' office and the Administrator of the state MCSAP programs so that we could better coordinate our activities.

Mr. LEHMAN. Why do so few states qualify for the 410?

Mr. O'ROURKE. Mr. Chairman, I believe it kind of parallels what happened with the 408 program. The 408 program actually came into existence in about 1982, which was about the same time that all the states had just toughened up all their drinking and driving laws and were not really reticent to go forward and start doing it again. We are just now seeing a proliferation of states being able to qualify for 408. It is difficult to go back to your state legislature and say, "Look, we just got 408. Now we want to toughen that up even more" when in fact you haven't got a track history to demonstrate to your leaders.

[The prepared statement of Mr. O'Rourke follows:]

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NAGHSR
National Association
of Governors' Highway Safety Representatives

Statement of the
National Association of
Governors' Highway Safety Representatives
Before the
Transportation Subcommittee of the
Committee on Appropriations
U.S. House of Representatives
April 26, 1990

My name is Peter K. O'Rourke, Governor's Highway Safety Representative from California and Chairman of the National Association of Governors' Highway Safety Representatives (NAGHSR). NAGHSR is a non-profit association representing state highway safety offices. Its members are appointed by the Governor of each state and are responsible for developing and implementing their states' highway safety program. The organization's mission is to improve the safety of our nation's highways through increased safety belt and child restraint use; reduced incidence of impaired driving; stricter enforcement of speed limits; improved truck, school bus, motorcycle, bicycle, and pedestrian safety; safer vehicle design and enhanced roadway safety.

I am pleased to present NAGHSR's testimony on the FY 91 appropriations for the Department of Transportation. My comments will focus on the federal highway safety grant programs of the National Highway Traffic Safety Administration (NHTSA) and the Federal Highway Administration (FHWA).

Section 402 Highway Safety Grant Program

The State and Community Highway Safety grant program (23 U.S.C. 402, commonly known as the 402 program) is the major source of funding for state highway safety programs. Under the program, which is administered by NHTSA, the states receive grants to fund a wide range of projects including: occupant protection, impaired driving, police traffic services, motorcycle safety, traffic records, roadway safety, and emergency medical services. The grants are intended to be used as "seed money" so that by the end of the three-year authorization period, projects funded with 402 funds are expected to become self-sufficient.

Over the years, the 402 program has proven to be a very effective federal grant program. State highway safety programs financed with 402 funds have been a major contributor to the drop in the motor vehicle fatality rate to 2.2 deaths per 100 million miles of travel -- the lowest date rate ever. In the last eight years alone, the death rate from motor vehicle crashes has been cut by

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25%, in large part because of the 402 program. Without the federal 402 funds, with shrinking state budgets and competing demands for state funds, highway safety would simply not appear on most states' agendas and only a handful of states would develop highway safety programs.

The 402 program has also proved to be a cost-effective investment of federal funds. Although the program is a very small one (it represents 8/1000 of 1% of the federal budget), it generates a significant amount of state, private sector, and in-kind funds. States use 402 funds to leverage other non-federal funding sources and, in some cases, the leveraged funds (or in-kind assistance) equal to or exceeds the federal grant.

In the Orlando, Florida area, for example, Universal Studios helped develop and distribute brochures, posters, and other informational materials for the "Thumbs Up to Safety Belts" occupant protection project last year. $202,000 in 402 and 403 (23 U.S.C. 403) funds were used to finance the public information and education effort, and were matched by approximately $76,000 in funds from Universal Studios and other private sector sources. At the end of the pilot project, occupant protection system usage had increased from 60.5 to 63.4% for drivers, from 52.4% to 58.5% for front seat passengers, and from 55.2% to 70.7% for children under six. A major feature of the campaign was the use of Universal Studio's Woody Woodpecker character who served as the focal point in the belt use promotion. As a result of the pilot project, Universal Studio has offered the use of the "Woody" character for use in other states and in national campaigns.

Despite the successes of the 402 program, the program has not received the national attention or level of funds it deserves. Funding for the program has dropped significantly from its peak in FY 81 and has leveled off in the last four fiscal years (including the Administration's FY 91 request), as shown in the attached chart. If 402 funds were measured in constant dollars (adjusted for inflation) instead of current dollars, then there would have been an even greater decline in funding over the last several years.

Additionally, a portion of available 402 funds have been earmarked in the past four years. In FY 87, 88, and 89, 402 funds were earmarked for the implementation of the Commercial Drivers License program authorized under the Commercial Motor Vehicle Safety Act of 1986. In FY 90, 402 funds were earmarked for implementation of the school bus safety recommendations of the National Academy of Sciences, as required by the Surface Transportation and Uniform Relocation Assistance Act (STURAA) of 1987. The Administration also plans to earmark FY 91 funds for this purpose.

The net effect of level funding and earmarking is that the "buying power" of the 402 program has been significantly reduced. As a result, the states have not been able to experiment with as many new highway safety ideas, provide sustained support for as many programs, or improve their capacity to implement countermeasures as they might have with more funds.

The stagnation of program funding has occurred at the same time there is growing interest in highway safety and a growing perception that highway crashes are a major public health problem. It has also occurred while there is more pressure on states to assume responsibility over highway safety problems, which in turn has caused a growing demand for 402 grant monies. The states feel strongly that additional 402 funds are needed to help them, among other things, to:

- improve enforcement of occupant protection laws, develop occupant protection programs targeted to special groups such as rural populations and low socio-economic groups, and create programs which will improve the correct usage of child safety seats;
- develop alcohol countermeasures aimed at young persons 15-24, develop programs to combat the rising incidence of drugged driving, and fund the impaired driving programs of grassroots organizations;
- develop motorcycle, bicycle and pedestrian safety programs;
- improve the collection, reportage and analysis of fatality and accident data;
- implement statewide trauma care systems and better integrate state highway safety accident prevention and treatment programs.

NAGHSR strongly urges that funding for the 402 program should not be levelled off. Rather, the 402 program should be funded at its authorized level of $126 million. If this country is to sustain the past achievements in highway safety and to progress against the rising tide of motor vehicle deaths and injuries, then the 402 program must be funded at increased levels in FY 91.

Section 408 and 410 Highway Safety Grant Programs

NAGHSR does not support the Administration's request for $11 million in FY 91 408 (23 U.S.C. 408) funds. We believe that there will be a shortfall of $3.1 million in FY 91 funds at a minimum to meet state needs even though four states will no longer be eligible to participate in the program in FY 91. It is our understanding that the Administration's request did not take into account Connecticut, which has just been approved for participation in the program and California, which will be eligible for a $4.5 million grant once its application is approved. Furthermore, the request did not anticipate that several states (which are working with their state legislatures to pass the legislation needed for 408 eligibility) hope to apply for 408 funds in FY 91.

Our analysis shows that the 408 program could run out of funds as early as FY 95, well before all currently eligible states and FY 91 potentially eligible states have received their share of grant funds. This alarming estimate does not include any new states that may qualify for 408 funds in the future. We intend to ask the authorizing committees to substantially increase the authorization level for this program. We hope that the Appropriations Committees will commensurately increase appropriations in the outyears.

We are also concerned that there is insufficient FY 90 funding for the 408 program. Since Connecticut has just been deemed eligible, and if California becomes eligible for the program this current year as is anticipated, then the 408 program could experience a $5.3 million shortfall in FY 90 at a minimum. It is our understanding that NHTSA intends to submit a request to the Appropriations Committee for $5 million in supplemental FY 90 408 funds. NAGHSR strongly supports that request and urges the Committee to consider appropriating an even larger amount for FY 90.

NAGHSR also does not support the Administration's request for $8 million in FY 91 410 funds (23 U.S.C. 410). In late February and early March, NAGHSR conducted an informal telephone survey of its members in order to determine how many states believe they will qualify for 410 funds. Forty-eight states responded to the survey and, of those, only three states -- Wisconsin, Indiana, and Delaware -- believe they may be eligible for the funds. (Alaska believes it may be eligible but does not plan to apply for FY 91 funds.) Of the three states, it is probable that one or more may not survive NHTSA's scrutiny once the state's application is measured against the eligibility criteria specified in the implementing regulations. It is our position, therefore, that the $8 million request (in addition to the $4 million in FY 90 funds which was unobligated because the implementing regulations were not issued until January of this year) far exceeds the level of needed funds.

We do not want a large unobligated balance to accumulate in the 410 program as it has in the 408 program in the past. This balance would mask the 410 program's effectiveness and would make it very vulnerable to future budget reductions. We recommend, therefore, that the 410 program should be funded at $3-4 million in FY 91 and that the remaining $4 million should be applied to the 408 program so that the shortfall that may be experienced in the 408 program in the current fiscal year will not occur again.

Speed Enforcement

The Surface Transportation and Uniform Relocation Assistance Act of 1987 allowed states to increase speed limits on rural Interstates from 55 to 65 mph. To date, 40 states have posted rural segments of their Interstate highway system at 65 mph. Eight states have instituted differential speeds for cars and trucks on the Interstate system. In all states, strict enforcement of posted speeds is essential if control over the speed limit is to be maintained and prevention of speed-related crashes is to be assured.

$20 million in 402 funds are earmarked for the enforcement of the speed limit on the Interstate system. This has helped defray some of the costs of implementing the speed limit provisions of the STURAA of 1987. It does not, however, help the states enforce the speed limit on all other roads where speed is just as difficult and pervasive a problem. For example, a Boston University School of Public Health study found that, in Massachusetts, a greater proportion of 1987 fatal crashes occurred on non-Interstate roadways than did so nationally. In that state, a startling 83% of fatal traffic crashes involving speed occurred on roadways posted at 45 mph or less.

NAGHSR strongly recommends that the $20 million 402 funds earmarked for speed enforcement on Interstate roads should be made available for a range of enforcement activities, including speed enforcement on all roads.

FHWA 402 Highway Safety Grant Program

The FHWA 402 program is available to states for non-construction highway safety projects. Funds may be used for accident analysis, traffic control device inventories, work zone safety, safety training and other activities.

NAGHSR believes that the FHWA 402 program has been authorized a too low a level, given the importance of traffic management to highway safety in general. As the population ages, traffic management-related activities will become even more important. (Twelve percent of the population in 1988 was 65 or older. By 2020, 17% will be 65 or older.) More FHWA 402 funds will be needed to improve: roadway markings, sign visibility and maintenance, pedestrian signalization, and traffic operations. We have asked and will continue to press the Congressional authorizing committees to authorize this program at considerably higher levels.

The Administration has requested $10 million for the FHWA 402 program for FY 91. NAGHSR strongly supports this funding request.

Motor Carrier Safety Assistance Program

NAGHSR supports the Administration's request for $60 million for the Motor Carrier Safety Assistance Program (MCSAP).

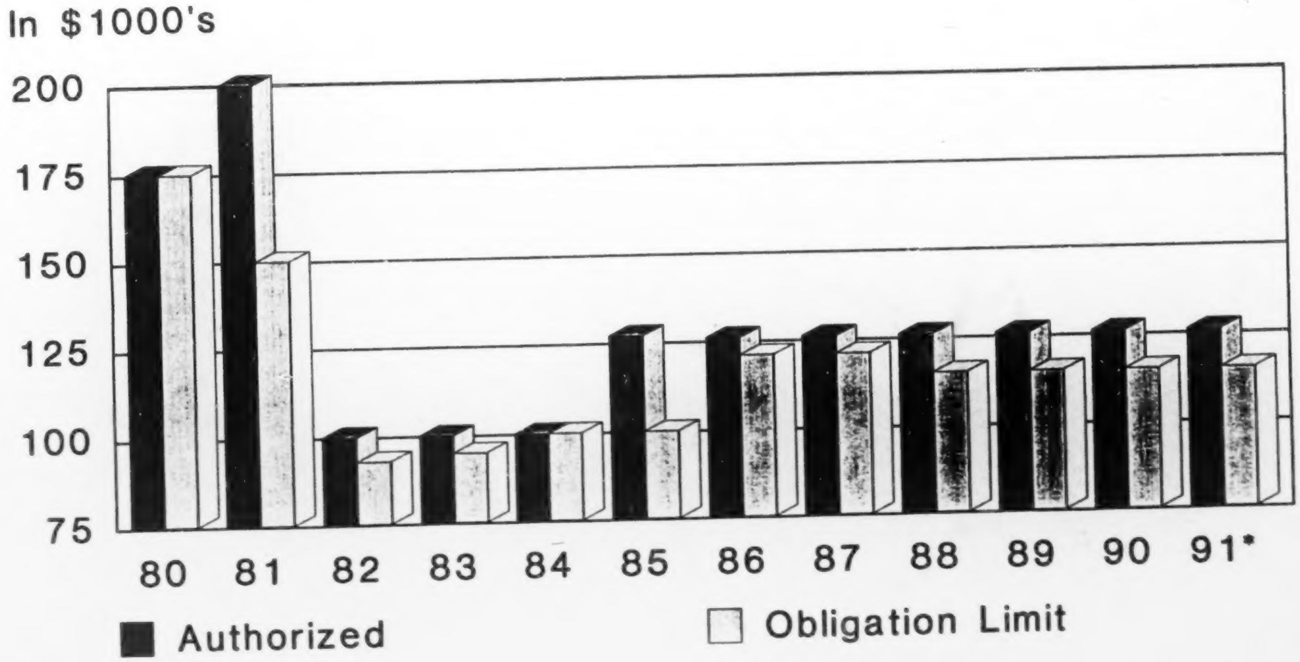
We believe that the MCSAP program is generally an effective one. One shortcoming of the program, however, is that the funds cannot be used for enforcement of traffic safety laws as they apply to commercial motor vehicles. Only a handful of states are using 402 funds for this purpose. More State Highway Safety Offices would be inclined to do so if they were better able to coordinate the traffic safety enforcement activities for drivers of commercial motor vehicles with enforcement activities for drivers of all other vehicles. However, regulatory authority over all motor vehicles is generally split at the state level between the State Highway Safety Office and the designated MCSAP administrator (which is often the state highway patrol or other state enforcement agency). Split authority over commercial motor vehicles at the federal level exacerbates the problem of coordination.

In order to address this problem, NAGHSR recommends that the enforcement of traffic safety laws should be allowed to be an eligible activity under the MCSAP program. Further, we recommend that there should be mandatory coordination between the MCSAP administrator and the Governor's Highway Safety Administrator in each state so that all traffic safety enforcement activities in the state can be coordinated and duplication of programs and activities can be avoided.

Mr. Chairman, this concludes my remarks. I appreciate the opportunity to address the Committee on FY 91 appropriations legislation, and I would be glad to answer any questions you and the other Committee members may have.

Highway Traffic Safety Grants

Section 402 Authorizations and Obligation Limits



* Requested

Mr. **Lehman**. Thank you. Thank you very much. The next witness is Judith Stone.

Ms. **Stone**. Mr. Chairman, we thought maybe Joan Claybrook and I would come up together since we're right next to each other. Is that all right?

Mr. **Lehman**. All right.

Thursday, April 26, 1990.

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

WITNESS

JUDITH LEE STONE, EXECUTIVE DIRECTOR, ADVOCATES FOR HIGHWAY AND AUTO SAFETY

Ms. **Stone**. Thank you, Mr. Chairman. Advocates for Highway and Auto Safety is a coalition of consumer, safety and insurance organizations formed to promote the passage of highway and auto safety laws and policies to reduce death and injury on America's highways and economic losses due to motor vehicle crashes.

Advocates is working at the Federal, state and local levels to improve highway safety, and we have a strong interest in assuring that our highway and vehicle safety programs receive adequate funding. Successfully targeted investments in this field are proven to save lives, decrease the number and severity of injuries and make economic savings.

The Advocates' legislative agenda includes a wide range of issues and approaches from state laws affecting drunk and drugged driving, safety belt and motorcycle helmet use, to support for reauthorization of the National Highway Traffic Safety Administration Motor Vehicle and Highway Safety Programs to support for Federal legislation which urges states to pass helmet and safety belt use laws.

Today, I wish to focus on what we at Advocates believe should be one of this year's top priorities in the fiscal year 1991 transportation appropriations bill: increased emphasis and funding for NHTSA's research and demonstration programs.

We focus on NHTSA's R&D budget because the vital role that the agency must play in preserving and increasing safety has been dangerously eroded. Its budget has suffered severe cutbacks. Between 1981 and 1982, the total R&D budget was reduced by 25 percent and since 1982, the NHTSA R&D budget has grown less than 2 percent per year. The 1989 budget is 11 percent lower than the 1977 budget.

Other than traffic safety programs in fields such as drunk driving and safety belts, highway safety research has been curtailed over the past decade. The research safety vehicle program was terminated. Safety research dealing with new technology was virtually eliminated. The automotive industry research and the heavy truck fuel economy programs were curtailed in 1982 and terminated in 1983. With these and other cutbacks, NHTSA's ability to do its job is seriously threatened.

The motor vehicle industry, which NHTSA is charged to oversee, can overwhelm the agency in biomechanics criteria, test dummies and safety systems research. Biomechanics research helps us understand injury levels in crashes and subsequently how to design adequate motor vehicle safety standards. This budget at NHTSA is perhaps the most underfunded of all R&D programs, under $2 million, especially given the complex and technical nature of developing proper dummies for use in crash testing.

One estimate of the biomechanics research budget in the Department of Defense, which studies the forces of energy on pilots and drivers in emergency situations, is approximately $5.5 million. We believe the NHTSA biomechanics budget should be at least equal to that spent in DOD for a problem that is dwarfed by the motor vehicle crash problem.

We also believe that Federal agencies, including NHTSA, FAA, NASA and DOD, should be encouraged to exchange biomechanics research findings.

Though we have focused on NHTSA's vehicle research needs in our testimony, we remain supportive of NHTSA's other functions such as enforcement, rulemaking and administration of the Section 402 state grant program, which has been halved in the 1980s at precisely the time that demands on this Federal-state partnership increased dramatically.

We applaud NHTSA's request for an increase in the highway safety programs, including an increase in the new Section 410 drunk driving incentive grant program. As additional states come into compliance with both the Section 410 and Section 408 programs, especially by passing administrative license suspension laws, these funds will need to be awarded.

The NHTSA's efforts to seek effective methods for tougher speed enforcement and making better use of the strained resources of our state troopers and police officers is laudable, as its goal to encourage higher use rates of safety belts and motorcycle helmets.

We share the frustration of the police community at the increased death and injury due to the widespread epidemic of excessive speeds on the nation's roads. In general, as traffic safety law enforcement responsibilities have increased, resources have decreased.

One proof of the effectiveness of highway and vehicle safety programs comes from Culpepper, Virginia which I think most people know about by now, where two people were not to be added to the list of the year's traffic fatalities.

Mr. LEHMAN. We saw the photographs.

Ms. STONE. It's really very impressive. They walked away from a head-on collision which would have been expected to kill both of them. But both vehicles were equipped with air bags and thanks to the hard work——

Mr. LEHMAN. I think that wreck was staged by NHTSA.

Ms. STONE. Yes. Anyway, we're very pleased about that, and we think that NHTSA needs to do more promotion of the benefits of air bags.

So we urge you to increase resources at all levels for highway safety, especially R&D, as you craft the fiscal 1991 appropriations bill. We believe that this very successful Federal program is funded at disproportionately low levels when these funding levels are compared to the scope of the societal problem.

Since passage of the Highway Safety Act in the late 1960s, we have learned that investment in these programs that apply known solutions and seek additional answers are necessary and cost effective. And put simply, they work.

Thank you, Mr. Chairman.

[The prepared statement of Ms. Stone follows:]

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ADVOCATES
FOR HIGHWAY
AND AUTO SAFETY

Co-Chairs:
Joan Claybrook
President
Public Citizen
Gerald L. Maatman
President
Kemper National
Insurance Companies
Executive Director:
Judith Lee Stone

STATEMENT OF JUDITH LEE STONE
REPRESENTING ADVOCATES FOR HIGHWAY AND AUTO SAFETY
HOUSE COMMITTEE ON APPROPRIATIONS
TRANSPORTATION APPROPRIATIONS SUBCOMMITTEE
APRIL 26, 1990

Advocates for Highway and Auto Safety is a coalition of consumer, safety and insurance organizations formed to promote the passage of highway and auto safety laws and policies to reduce death and injury on America's highways, and economic losses due to motor vehicle crashes. Advocates is working at the federal, state and local levels to improve highway safety and we have a strong interest in assuring that our highway and vehicle safety programs receive adequate funding. Successfully targeted investments in this field are proven to save lives, decrease the number and severity of injuries and reap economic savings.

I appreciate the opportunity to testify about Fiscal Year 1991 transportation appropriations.

Several critical issues face us in our efforts to advance highway and auto safety. The Advocates' legislative agenda includes a wide range of issues and approaches, from state laws affecting drunk and drugged driving, safety belt and motorcycle helmet use to support for reauthorization of the National Highway Traffic Safety Administration (NHTSA) motor vehicle and highway safety programs, to support for legislation introduced by Senator Chafee (R-RI) and Congressman Cooper (D-TN), which urges states to pass helmet and safety belt laws. Today I wish to focus on what we at Advocates believe should be one of this year's top priorities in the FY 1991 transportation appropriations bill: increased emphasis and funding for NHTSA's research and demonstration programs.

We focus on NHTSA's R&D budget because the vital role the agency must play in preserving and increasing safety has been dangerously eroded. Its budget has suffered severe cutbacks. Between 1981 and 1982, the total R&D budget was reduced by 25 percent, and since 1982, the NHTSA R&D budget has grown less than 2 percent per year. The 1989 budget is 11 percent lower than the 1977 budget. When we compare the size of the public health epidemic caused by motor vehicle crashes -- more than 45,000 people killed each year and hundreds of thousands suffering costly injuries -- to the resources dedicated to meeting this epidemic, we find a dramatic imbalance between the problem and the level of efforts to find and apply solutions.

NHTSA's overall R&D budget was also reduced in 1986, when it was tapped to help fund the very effective, pioneer injury control research program, administered through the Centers for Disease Control (CDC). We hail this CDC program and NHTSA's stewardship of it, which is now under the jurisdiction of the Labor, Health and Human Services appropriations subcommittee, and believe it, too, should be funded at higher levels. We do not think, however, that one program need suffer to benefit another, as they are both distinctly productive.

Other than traffic safety programs in fields such as drunk driving and safety belts, highway safety research has been curtailed over the past decade. The Research Safety Vehicle program was terminated. Safety research dealing with new technology was virtually eliminated. The Automotive Industry Research and the Heavy Truck Fuel Economy programs were curtailed in 1982 and terminated in 1983.

The reduction in R&D personnel is equally dramatic. The personnel authorization in R&D between 1976 and 1989 was reduced 33 percent. Discretionary contract dollars for motor vehicle research have virtually disappeared.

This sad litany of numbers becomes a dire litany of the national safety needs which will not be met. With these cutbacks, NHTSA's ability to do its job is seriously threatened. The motor vehicle industry, which NHTSA is charged to oversee, can overwhelm the agency in biomechanics criteria, test dummies and safety systems research. For example, under current funding constraints, NHTSA has been unable to find the resources to investigate biomechanics criteria suggested by GM for side impact, or to improve the biofidelity of the Side Impact Dummy.

Biomechanics research helps us understand injury levels in crashes and subsequently how to design adequate motor vehicle safety standards. This budget at NHTSA is perhaps the most underfunded of all R&D programs (under $2 million), especially given the complex and technical nature of developing proper dummies for use in crash testing. One estimate of the biomechanics research budget in the Department of Defense, which studies the forces of energy on pilots and divers in emergency situations, is approximately $5.5 million. We believe the NHTSA biomechanics budget should be at least equal to that spent in DOD for a problem dwarfed by the motor vehicle crash problem. We also believe that Federal agencies, including NHTSA, FAA, NASA and DOD, should be encouraged to exchange biomechanics research findings.

Another NHTSA responsibility in great need is the New Car Assessment Program (NCAP). The NCAP test crashes cars at 35 mph, 5 mph above the federal motor vehicle safety standard. We ask that this program, currently funded at $800,000 annually, be doubled so that more vehicles can be tested. This increase is necessary to look at side impact protection and the performance of child safety seats.

Of course, as NHTSA's real dollar budget stagnates, the need for its valuable work does not decrease. The projected increases in vehicle miles traveled, the increasing costs of injuries suffered, the changing vehicle mix on our roadways, and the magnitude of this most pressing public health epidemic create a demand for research and development which only NHTSA can fill; and NHTSA can fulfill this responsibility only if it receives adequate funding.

Though we have focused on NHTSA's vehicle research needs in our testimony, we remain supportive of NHTSA's other functions, such as enforcement, rulemaking, and administration of the Section 402 state grant program, which has been halved in the 1980s at precisely the time demands on this Federal-state partnership increased dramatically. We applaud NHTSA's request for an increase in the highway safety programs, including an increase in the new Section 410 drunk driving incentive grant program. As additional states come into compliance with both the Section 410 and Section 408 programs, especially by passing administrative license suspension laws, these funds will need to be awarded.

NHTSA's efforts to seek effective methods for tougher speed enforcement and making better use of the strained resources of our state troopers and police officers is laudable, as is its goal to encourage higher use rates of safety belts and motorcycle helmets. We share the frustration of the police community at the increased death and injury due to the widespread epidemic of excessive speeds on the nation's roads. In general, as traffic safety law enforcement responsibilities have increased, resources have decreased. The growing array of challenges facing our law enforcement officers has drawn their attention away from priority enforcement of safety laws. They need additional support to enforce our safety laws if these laws are to achieve their full effectiveness. In addition, vigorous promotion of the benefits of air bags, especially in combination with safety belt use, should be encouraged at NHTSA.

The lists of the thousands of victims who have been hurt or killed in crashes illustrates the painful and costly nature of this problem. This is an especially bitter demonstration because we know that such a high price need not be paid. Many effective avenues to address these concerns are already open to us if we make the necessary commitment. Yet motor vehicle crashes continue to cost our society too much money, and take their toll in lives lost and made less productive.

One proof of the effectiveness of highway and vehicle safety programs comes from Culpepper, Virginia, where two people will not be added to this year's list of traffic fatalities. These two drivers walked away from a head-on collision which would have been expected to kill both of them. But both vehicles were equipped with air bags, thanks to the years of hard work by those who care about safety. We are seeking the greatest realization of NHTSA's potential because we know that, through NHTSA's activities, even more people can be kept off the list of those killed and injured.

We urge you, Mr. Chairman, and this Committee to increase resources at all levels for highway safety, especially R&D, as you craft the Fiscal Year 1991 Transportation Appropriations bill. We believe this very successful Federal program is funded at a disproportionately low level, when these funding levels are compared to the scope of the societal problem. Since passage of the Federal highway and motor vehicle safety acts in the late 1960s, we learned that investment in these programs that apply known solutions and seek additional answers are necessary and cost-effective. Put simply, these programs work.

Thank you.

Mr. **Lehman**. Joan Claybrook.

Thursday, April 26, 1990.

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

WITNESS

JOAN CLAYBROOK, PRESIDENT, PUBLIC CITIZEN

Ms. **Claybrook**. Mr. Chairman, an investment in highway and motor vehicle safety is an investment in youth because our youth are drastically over-involved in crashes. We are very concerned, and the reason we're here to testify today is because we are very concerned about the significant drop in the budget for this agency.

Since I left, there has been a dollar drop of about 39 percent and a real drop of about 55 percent of the agency's budget. When you look at the issues of the payoff that this agency has had, this agency is an investment that pays off. It saves thousands of lives a year. The estimate by the agency in the early 1980s was about 10,000 lives a year are saved because of the safety standards that this agency has issued. Yet 46,000 are killed each year, over half a million are very seriously injured, the cost is about $100 billion a year to our society and our economy. So when you invest in the appropriations for this agency, it pays back in spades.

I've attached some charts to my testimony which show some of the highway safety program savings in terms of child restraints and so on, but in addition the motor vehicle safety standards have been magnificent. Air bags are going to save thousands of lives a year.

One of the major programs that has been seriously harmed by all of the stress and strain of the cutbacks has been the research program, and I want to see if I can explain why very briefly.

When the agency staff was cut, which happened during the early Reagan years which they've never recovered from, cut by about 200 people, research dollars were used to hire contractors to carry out the workload that still had to be done. So some of those research dollars aren't really used for research, they're really used as a staff substitute by necessity.

Secondly, the biomechanics program which I view as the nut of the agency's program is only funded at the level of $2 million a year. NASA, DOD and some of these other much larger agencies also have biomechanics programs, and I believe that NHTSA should coordinate with them. But NHTSA has developed its biomechanics research focusing on injury levels as opposed to the capacity to drive and to see and so one, where these others have been more focused. And I believe that the biomechanics program particularly should be doubled or tripled. I recommend in my testimony that it be tripled.

One of the results of not having enough money for this very critical, essential and costly research is that the auto industry comes into the agency that's proposed a standard, and in this case, in my mind is the side impact standard, and it proposes a new dummy because it doesn't like the instrumented dummy that NHTSA's developed. And they make some improvements perhaps and some differences, and the agency is so handicapped for funds that it can't assess which one makes more sense. And if it is to adopt one industry's dummy, one company's dummy, then other companies are mad; it can't prove that it works as well as their own; and it doesn't have the resources to upgrade its own. So the only result is either to support its own dummy that it has in hand right now, or to delay issuance of the side impact standard for three or four years. This standard has now been pending for eleven years. You yourself know from your many years of service on this subcommittee that it's taken twenty years to get air bags in cars.

And I think now that there is a new day at this agency, I think that General Curry is a very effective mission-oriented leader, I'm sure we're going to disagree on some things, but I do think that he has the interest of the agency at heart and is willing to put this money into this kind of research where it's needed. And so even though he's of a different party, I have a very strong support for increasing the biomechanics for small car safety research effort and the testing of vehicles for safety, because that's what's going to advance the state of the art in motor vehicle safety. This agency has to be able to be a leader.

With the cutback in funds over the last decade, many of the key contractors that were the lifeblood of this agency have gone out of business or are doing defense work and are not available any more because the agency hasn't been able to fund them.

So I urge you to give most serious consideration to this. You took such a leadership role in creating the new program at CDC and what I recommend in my testimony essentially is $10 million inserted into the agency's research budget, which is the level, as you know, that you funded the CDC program.

So I hope that you can find the way, and I know you have a thousand stresses and strains and a lot of demands from so many different quarters, but you've been the godfather of this program and we hope that you will give it special attention.

Thank you.

[The prepared statement of Ms. Claybrook follows:]

PUBLIC CITIZEN

Buyers Up ☐ Congress Watch ☐ Critical Mass ☐ Health Research Group ☐ Litigation Group

Statement by Joan Claybrook, President
Public Citizen
Transportation Appropriations Subcommittee
Committee on Appropriations
House of Representatives

April 26, 1990

Mr. Chairman, Members of the Subcommittee:

I am appearing before you today to ask you to make an investment in the youth of America, an investment that will pay off many times over. This investment would pay for research and development on new motor vehicle safety technologies and test devices to assure they are effective, funded through the National Highway Traffic Safety Administration, the agency I headed for four years under President Carter. Our youth are heavily over involved in auto crashes compared to their numbers in the population. Because of this, auto crashes are the largest source of years of life lost in this Nation.

In terms of budget dollars, the $10 million in additional funds we suggest be added to the agency budget this year is minuscule. But because this agency has such limited funds, $10 million immediately will make a very large difference.

This plea to the committee for special attention to the NHTSA budget rests on four premises:

* The agency's budget has been seriously eroded in the last decade, undermining its research capability and effectiveness. Between 1980 and 1990, NHTSA's motor vehicle research budget dropped 39% and its staff dropped 23%. In real dollars, the budget reduction was about 55%. Several major programs which served as the underpinnings of key safety standard efforts, were eliminated altogether: auto industry and fuel economy research, heavy duty vehicle safety research, and the experimental vehicle safety program.

* Despite this handicap, the motor vehicle safety standards and state highway safety laws developed by the agency are saving thousands of lives each year, making this program one of the most successful public health programs in America -- one worth additional investments.

* Even with these achievements, there are still 46,000 people killed on our highways each year, and over half a million are seriously injured at a cost to the Nation of about $100 billion a year. Many of these individuals could be saved with installation of further safety advancements in new cars. Without question, this program is a major target of opportunity for additional life-saving efforts and reduction in health care costs.

* With increased funding during the next several years, actions by NHTSA could save thousands of lives per year when fully in effect. Additional research by NHTSA in critical areas could result in even greater savings.(See attached statement to the Consumer Federation of America, dated March 16, 1990).

Mr. Chairman, very few government programs have the measurable payoff and achievements that are found in the auto and highway safety programs. By all measures, this agency should be at the top of the list for increased appropriations.

Yet the funding for motor vehicle research in particular has dropped significantly over the past decade. I am aware of the reasons. The last administration did not take a leadership role in accomplishing NHTSA's mission. But we have a new day. The new Administrator, Jerry Curry, understands and supports the mission of the agency, and within the limited resources available, has proposed an aggressive schedule for issuance of a number of safety standards.

Today we are seeing the payoff in life savings from our research investments and safety standards of the 1970's. Air bags are going to save thousands of lives each year. Your persistent support of this program was essential. It is now time to take bold new steps and upgrade the agency's capacity to play a leadership role in this field once again.

NHTSA's scientific and engineering strength should be more than restored. It should be made commensurate with NHTSA's enormous responsibilities and its demonstrated ability to save lives and reduce injuries. Table J-16 Trends in Conduct of R & D from the 1990 budget, from the 1990 budget, shows that during the same period that NHTSA's vehicle research funding was reduced by a third (in constant dollars), defense spending tripled, and all other federal R & D funding was being increased significantly.

Table J-2 Conduct of R & D by Major Departments and Agencies shows that DOT's research budget is the smallest of all cabinet level agencies, and contrasts with DOD's R & D budget which is 100 times greater, and the Energy Department budget which is 16 times greater.

The areas of most urgent need of additional funds in the NHTSA research budget are:

* Biomechanics research, now funded at the almost insignificant level of $2 million, must be increased to $6 million to develop improved instrumented dummies and better measures for measuring injury levels. As a result of minimal funding of this area of research, the agency has been outflanked by the auto companies who are developing their own instrumented dummies which are more sophisticated than the government dummy, causing potential delays of years for final adoption of standards.

Although the greatest number of deaths and injuries occur on the highway, other agencies, including the DOD, FAA, and NSAS all get funding for biomechanics research, and should attempt to plan cooperative efforts where they overlap. However, these other programs focus primarily on human factors and thus should not preempt NHTSA's vehicle orientation.

* Permanent research centers on biomechanics are needed to re-establish NHTSA leadership in this field. By comparison, FAA is authorized $25 million for 1990 human factors research and UMTA is authorized $10 million for reseach centers.

* Small car safety research is essential and virtually abandoned in the last decade. This work is needed to protect occupants as cars get smaller or lighter in weight to save fuel and protect against global warming. With the advent of air bags in cars in the 1990s, small cars will be substantially safer. But many other areas are ripe for improvement besides the frontal impact. The agency needs to show these other technologies will save lives too.

* Testing of vehicles for safety is essential, and at $25,000 each is costly. We need to test cars and multi-purpose vehicles in all modes -- front, off-set, side, rear and rollover. The current program has forced auto companies to upgrade their vehicles, yet the amount of testing possible with $800,000 is very small. It should be increased to $4 million.

* Fuel economy research should be reestablished to prepare the agency for the onslaught of proposals to improve fuel efficiency. Now it is totally handicapped and unable to do original analysis of feasibility and leadtime issues.

* The experimental vehicle program should be reawakened and devoted to preparing for the cars in the year 2000. Our goal should be crashing safely at 50 mph, a target which is certainly within the range of the possible, and a goal set by Secretary Volpe for 1990 in 1970.

* Safety standard research is also critical and should be increased in areas where the agency is concentrating its efforts. Rollover, stability, roof crash, seat structure and pedestrian safety are key priorities, in addition to side impact air bags (now being tested by Volvo).

Mr. Chairman, thank you for the opportunity to testify this morning. We hope you will have the opportunity to examine the issues we have raised.

5/10/89

EFFECT OF INFLATION ON R&D BUYING POWER

BUDGET (YEAR DOLLARS)

	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986 +	1987 +	1988 +	1989 +
PASSENGER VEHICLE RES.	12720	14135	11975	13025	12455	13815	12015	12509	11756	11053	8303	10000	11889	13750	10341	12032	11983	12567
AUTOMOTIVE INDUSTRY RES.	0	0	0	0	0	7100	7332	7306	6773	5076	1375	0	0	0	0	0	0	0
HEAVY DUTY VEHICLE RES.	0	0	0	0	0	0	0	1079	2165	2160	1524	350	360	440	0	0	0	0
NCSA-ACCIDENT STATISTICS	3950	4124	4639	5200	7259	9000	9145	8781	11324	14842	14212	15000	15618	14722	14466	13911	14000	14195
HIGHWAY SAFETY RES.	2500	4038	4200	4850	4825	4595	4250	3650	3600	3172	2200	2100	2245	2200	2611	2824	3050	4018
TOTAL R&D	19170	22297	20814	23075	24539	34510	32742	33325	35618	36303	27614	27450	30112	31112	27418	28767	29033	30780

BUDGET (1981 CONSTANT DOLLARS)*

	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986 +	1987 +	1988 +	1989 +
PASSENGER VEHICLE RES.	27653	28929	22085	21997	19899	20723	16732	15659	12965	11053	7823	9129	10410	11622	8583	9626	9317	9337
AUTOMOTIVE INDUSTRY RES.	0	0	0	0	0	10650	10211	9146	7469	5076	1296	0	0	0	0	0	0	0
HEAVY DUTY VEHICLE RES.	0	0	0	0	0	0	0	1351	2388	2160	1436	320	315	372	0	0	0	0
NCSA-ACCIDENT STATISTICS	8587	8440	8556	8782	11598	13500	12735	10992	12488	14842	13391	13694	13675	12443	12006	11129	10885	10547
HIGHWAY SAFETY RES.	5435	8264	7746	8191	7709	6893	5919	4569	3970	3172	2073	1917	1966	1859	2167	2259	2371	2985
TOTAL R&D	41676	45633	38387	38969	39206	51765	45597	41716	39280	36303	26018	25059	26366	26296	22756	23014	22573	22869

*BUDGET DOLLARS ADJUSTED WITH COST PRICE INDEX (CPI). . CPI DATA OBTAINED
FROM PLANS AND PROGRAMS.

+INCLUDES HEAVY DUTY VEHICLE RESEARCH

History of NHTSA Personnel Strengths (Full-time Permanent Positions)
Fiscal Years 1978 - 1988

	FY 1978			FY 1979			FY 1980			FY 1981			FY 1982			FY 1983			FY 1984			FY 1985			FY 1986			FY 1987			FY 1988		
	President's Budget	Appropriated	Actual Year End	President's Budget	Appropriated	Actual Year End	President's Budget	Appropriated	Actual Year End	President's Budget	Appropriated	Actual Year End	President's Budget	Appropriated	Actual Year End	President's Budget	Appropriated	Actual Year End	President's Budget	Appropriated	Actual Year End	President's Budget	Appropriated	Actual Year End	President's Budget	Appropriated	Actual Year End	President's Budget	Appropriated	Actual Year End	President's Budget	Appropriated	Projected Year End
Program Direction & Coordination	107	104	95	109	108	107	109	108	103	106	104	99	98	98	96	98	98	84															
Office of the Administrator																			41	47	39	47	47	41	47	48	44	48	48	43	48	47	42
Motor Vehicle Program	196	183	144																														
Rulemaking Programs				55	56	52	58	58	57	49	49	49	47	53	49	53	53	44	56	61	57	61	61	58	64	63	60	63	63	61	63	65	61
Enforcement Programs				88	88	83	92	92	77	90	90	82	84	81	71	81	81	68	96	98	91	98	101	97	95	95	95	95	95	91	95	95	82
Highway Safety Programs	131	131	126	129	129	121	129	129	113	115	115	106	80	82	77	82	82	72	91	94	92	94	95	90	93	94	92	94	96	88	94	98	94
Research and Analysis	183	183	173	195	195	184	188	188	171	172	172	162	152	150	120	150	150	125	141	144	134	144	144	133	141	141	127	141	141	128	141	145	130
Staff and Administrative Support	125	125	113	122	122	114	122	122	112	111	111	98	102	102	91	102	102	83															
General Administration																			90	89	77	89	89	80	88	88	80	88	88	89	88	89	89
Automotive Fuel Economy & Consumer Information	61	61	44	61	61	58	61	61	61	50	50	44	43	37	33	37	37	23	22	23	21	23	23	21	31	31	30	31	31	29	31	30	29
Subtotal	803	787	695	759	759	719	759	759	696	692	692	640	606	603	537	603	603	499	537	556	511	556	560	518	559	560	528	560	560	529	560	568	537
Regional Offices	115	115	110	115	115	109	115	115	111	105	105	103	80	83	82	83	83	80	80	84	78	84	81	81	81	80	71	80	80	74	80	80	78
Grand Total	918	902	805	874	874	828	874	874	805	797	797	743	686	686	619	686	686¹	579	617	640	589	640	640	599	640	640	599	640	640	603	640	648	615

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¹ Internal allocation set at 617 positions.

U.S. DEPARTMENT OF TRANSPORTATION
National Highway Traffic Safety Administration

Estimated Lives Saved in 1988

Safety Belts	4,500
Minimum Drinking Age Laws	1,148
Motorcycle Helmets	608
Child Restraints (Safety Seats & Belts)	250

U.S. DEPARTMENT OF TRANSPORTATION
National Highway Traffic Safety Administration

Fatalities in 1988

Occupants	Number	Percent
Passenger Cars	25,802	55%
Light Trucks and Vans	8,306	18%
Motorcycles	3,661	8%
Medium and Heavy Trucks	913	2%
Other Vehicles	458	<1%
School Buses	38*	<1%
Non-Occupants		
Pedestrians	6,869	15%
Others	1,046	2%
Total	47,093	100%

Note: *Includes 27 Occupant Fatalities from Carrolton, Kentucky Bus Crash. Average is 13 per Year.

Table J-2. CONDUCT OF RESEARCH AND DEVELOPMENT BY MAJOR DEPARTMENTS AND AGENCIES

(In millions of dollars)

Department or agency	Obligations			Outlays		
	1988 actual	1989 estimate	1990 estimate	1988 actual	1989 estimate	1990 estimate
Defense—Military functions	37,063	38,879	41,518	35,417	37,306	39,437
Health and Human Services	7,161	7,892	8,375	6,862	7,345	8,094
(National Institutes of Health) [1]	(6,289)	(6,791)	(6,443)	(6,031)	(6,386)	(6,616)
(National HIV Program)	—	—	921	—	—	414
National Aeronautics and Space Administration	4,330	5,688	6,870	3,832	4,741	6,152
Energy	5,081	5,307	5,378	4,989	5,259	5,501
National Science Foundation	1,533	1,664	1,881	1,494	1,634	1,756
Agriculture	1,014	1,048	1,044	972	1,020	1,043
Interior	415	432	387	415	432	391
Environmental Protection Agency	347	386	421	340	364	405
Transportation	304	329	332	321	391	384
Commerce	561	441	201	413	449	278
Veterans Affairs	217	238	205	199	208	201
Agency for International Development	193	184	177	234	222	216
All other [2]	554	563	556	529	527	560
Total	58,776	63,049	67,344	56,018	59,857	64,418

[1] Totals for NIH in 1988 and 1989 include HIV funding. For 1990, all HIV funding is proposed as a separate element within DHHS, the National HIV Program, and is not included in the NIH totals.

[2] Includes the Departments of Education, Justice, Labor, Housing and Urban Development and Treasury, the Tennessee Valley Authority, the Smithsonian Institution, the Corps of Engineers, and the Nuclear Regulatory Agency.

port of basic research because the private sector has insufficient incentives to invest in such research. Over the course of this Administration (1982 to 1990), Federal support for basic research increased 56 percent in real terms.

Funding for basic research is included within the total for Federal support for the conduct of R&D. In 1990, obligations for the conduct of basic research are estimated at $11.2 billion, an increase of about $672 million, or 6 percent above the 1989 level.

Basic research performed at universities serves the dual role of providing new knowledge and helping to ensure the future availability of high-caliber scientists and engineers. Both of these are key elements in the long-term ability of the nation to compete in global markets. University-based researchers receive about one-half of total Federal obligations for basic research. Federal support for R&D performed by universities and colleges is estimated to increase 4 percent in 1990 to a total of $8.7 billion. Over the period of this Administration (1982 to 1990), such support increased by 45 percent in real terms.

Table J-3 summarizes Federal support for the conduct of basic research by agency.

R&D FACILITIES

In 1990, within the total for support for R&D facilities, funding is provided for major scientific instrumentation, including the specialized research facilities at national laboratories and university cen-

Table J–10. TRENDS IN CONDUCT OF R&D

(Obligations in billions of dollars)

Year	Defense [1]	All other	Total	Basic research [2]
1960	6.1	1.5	7.6	0.6
1961	7.0	2.1	9.1	0.8
1962	7.2	3.1	10.3	1.0
1963	7.8	4.7	12.5	1.2
1964	7.8	6.4	14.2	1.3
1965	7.3	7.3	14.6	1.4
1966	7.5	7.8	15.3	1.6
1967	8.6	7.9	16.5	1.8
1968	8.3	7.6	15.9	1.8
1969	8.4	7.2	15.6	1.9
1970	8.0	7.3	15.3	1.9
1971	8.1	7.4	15.5	2.0
1972	8.9	7.6	16.5	2.2
1973	9.0	7.8	16.8	2.2
1974	9.0	8.4	17.4	2.4
1975	9.7	9.3	19.0	2.6
1976	10.4	10.4	20.8	2.8
1977	11.9	11.6	23.5	3.3
1978	12.6	13.2	25.8	3.7
1979	13.6	14.5	28.1	4.2
1980	15.1	14.7	29.8	4.7
1981	17.8	15.3	33.1	5.0
1982	22.1	14.3	36.4	5.5
1983	24.5	13.9	38.4	6.4
1984	28.3	14.9	43.2	7.0
1985	33.4	16.1	49.5	7.8
1986	36.5	16.2	52.6	8.1
1987	38.4	17.6	56.1	9.0
1988	39.5	19.3	58.8	9.5
1989 (estimate)	41.3	21.7	63.0	10.5
1990 (estimate)	44.0	23.3	67.3	11.2

[1] Includes military-related programs of the Departments of Defense and Energy.

[2] Included in totals for conduct of R&D.

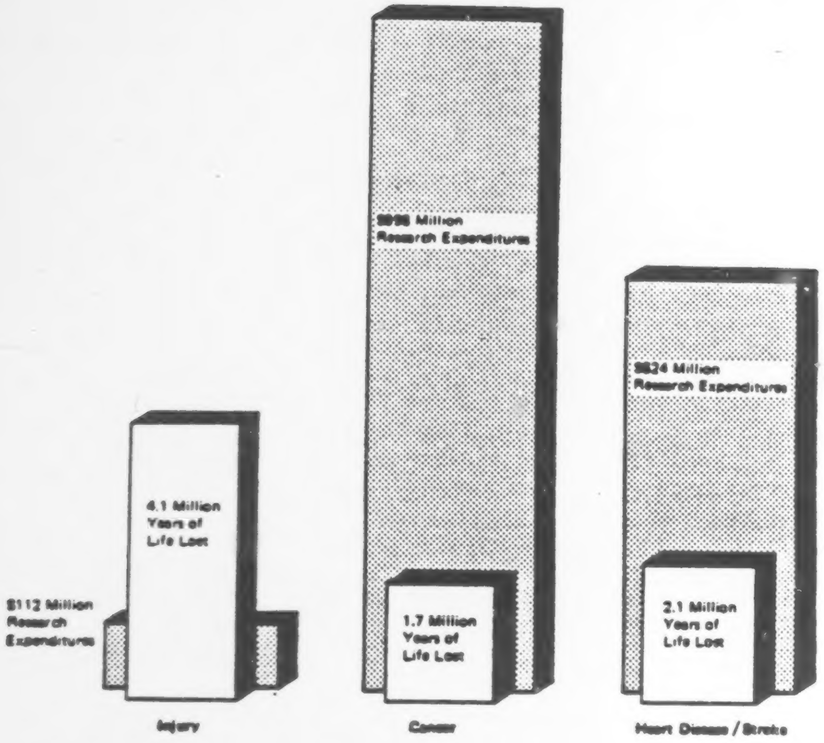

FIGURE 3 Preretirement years of life lost annually and federal research expenditures for major causes of death in the United States. Years of life lost derived from age-at-death distributions in the National Center for Health Statistics Vital Statistics of the United States, 1978, Volume II. Mortality (Hyattsville, Md.: U.S. Department of Health and Human Services, 1981). The total federal expenditure for injury research is the sum of the amounts discussed in Chapter 7 plus a 5 percent increment for administration, the latter in line with NIH administration costs. Expenditures for research on neoplasms and cardiovascular diseases are the 1983 fiscal year budgets of the National Cancer Institute and the National Heart, Lung, and Blood Institute from the Institute of Medicine's Response to Health Needs and Scientific Opportunity: The Organizational Structure of the National Institutes of Health (Washington, D.C.: National Academy Press, 1984).

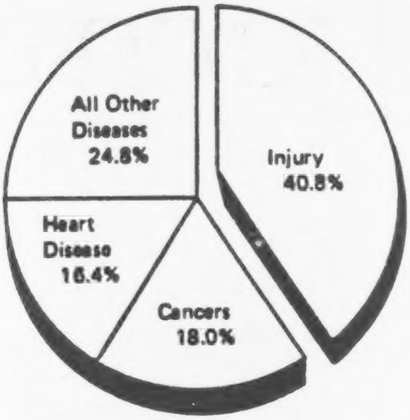

FIGURE 2 Percentages of years of potential life lost to injury, cancer, heart disease, and other diseases before age 65. Modified from Centers for Disease Control. Table V. Morb. Mort. Weekly Rep. 31:599, 1982.

INJURY COST STUDY BY CDC

- TO BE PUBLISHED IN SEPTEMBER 1989
- ESTIMATES INJURY COSTS AT $158 BILLION
- ESTIMATES MOTOR VEHICLE INJURY COSTS AT $50 BILLION per yr
- ESTIMATES GOVERNMENT PAYMENTS AT MORE THAN $20 BILLION
- SHOWS PREVENTION WORKS!

PUBLIC CITIZEN

Buyers Up ☐ Congress Watch ☐ Critical Mass ☐ Health Research Group ☐ Litigation Group

Remarks of Joan Claybrook
President, Public Citizen

Before the

Consumer Assembly 1990
Consumer Federation of America
Omni Shoreham Hotel
Washington, D.C.
March 16, 1990

Auto Safety: The Advocate's Perspective

The 1990 model year is unique and one to be celebrated -- for it is the first year of mass produced airbags! It's been a 20 year struggle whose outcome was predicted by the 1983 Supreme Court decision chastising the auto companies for waging "the regulatory equivalent of war" against the airbag.

But the outcome was assured in June 1988 when Lee Iacocca printed a full page newspaper ad stating, "You can teach an old dog new tricks" and announced Chrysler would install air bags as standard equipment in 1990 models.

Air bags will save thousands of lives each year and prevent hundreds of thousands of injuries when installed in most cars on the highway -- a joy to anticipate over the next ten years.

But, there are many additional remedies that can be applied at modest cost to further reduce highway death and injury. With 45,000 deaths each year) 5.4 million injured and 500,000 hospitalized -- with tens of thousands permanently and totally disabled -- every opportunity should be explored and adopted to restrain these deadly numbers. Injuries are the largest cause of death to Americans under age 45.

There are financial reasons as well as humane ones for pursuit of safety. Injuries (not counting property damage and other costs) costs the nation over $50 billion each year. Reducing death and injury cuts auto insurance costs, health insurance costs, litigation costs (people don't sue if they aren't injured), as well as government and family costs. Injury prevention is also the best way to reduce health care costs without cutting back on services.

The following is the advocates program for highway death and injury reduction. In addition to the savings estimated from airbags and automatic restraints, these actions are estimated to save almost 7,000 lives per year when fully in effect.

I. Celebrate Major Breakthrough in the Bush Administration Safety Standards for new motor vehicles are being issued

Setting new safety standards to carry out the statutory mandate is now permissible. The Reagan ideological blockade has faded away.

New rulemaking agenda mimics S. 673, the NHTSA reauthorization bill -- and indeed the rulemaking agenda of 1980 -- because so little occurred in past decade

NHTSA and Curry have initiated work on the obvious and easiest standards -- bringing light trucks and vans up to car safety standards. But long lead times are being allowed. For example, the most important one of these standards requires passive restraints and will save about 2,000 lives per year, but it will not take effect until the 1996 models.

However, some easy but important ones have not been initiated -- such as padding for vehicle interiors to reduce head injury -- by 50% at 20 mph impact speed according to NHTSA.

The more difficult challenges in high payoff standards are:

* side impact protection dynamic standard that effectively measures injury levels (Curry has announced this as a priority and GM has worked assiduously to prevent it).

* pedestrian safety standard reducing the 8,000 fatalities each year to small children and adults through more forgiving structures and exteriors by measuring injury levels in crashes of 20 mph or less (speed at which most occur).

* 5 mph bumper standard, again, because repairs cost consumers $769 (Honda Civic DX) to $3,838 (Daihatsu Charade SE) in the latest IIHS tests, and consumers have no idea which bumpers are better and which are worse.

* Booster seat standard (the limit for most child car seats is 40 lbs or 4 years old; ideally child car seats for all ages prior to use of adult belts should be built into cars--which are not designed for kids).

* Rollover crash protection, limiting roof crush and increasing seat back strength, both of which are now woefully insufficient in cars (there is no standard yet for vans and trucks), should be upgraded with improved structural components, hardware and padding, and instrumented dummies to measure head and body injury levels. There should also be a minimum vehicle stability factor. These would be worthwhile investments in view of 10,000 fatalities from rollover crashes, with 24% of car fatalities occurring in rollover crashes and 47% of light truck, van and multipurpose vehicle fatalities occurring in rollover crashes.

* Upgrade heavy truck brakes with antilock systems to protect against 4,000 deaths and 100,000 injuries to occupants of other vehicles or pedestrians that occur every year in large truck crashes, a good investment since one of every three tractor trailers is involved in a crash each year, and braking systems are estimated to be a contributing factor in one-third of these. Antilock brakes should also be required on motorcycles.

II. Improved Highway Safety Programs

We now know that highway safety laws save lives -- lots of lives -- because most people obey the law. We have measured significant savings with:

55 mph -- over 25,000 lives since 1974

belt use laws -- 3100 lives annually with 48% usage (up from 12%) and 85% of the population covered

child restraint laws -- 300 lives annually with laws in all states

21 age drinking laws -- (1000 lives annually) with laws in all states

helmet use laws -- (400 lives annually) with use laws in less than half the states.

For the next several years, our priorities are helmet use laws in all states, administrative suspension of drivers licenses for drunk drivers, improved safety belt use laws in all states, and return to 55 mph on all highways, eliminating 65 mph on rural interstates.

III. Estimated Savings

These motor vehicle and highway safety priorities should result in saving about 7,000 lives annually and prevent many more injuries.

IV. Consumer Information

One major function of NHTSA is provision of accurate, clear technical information to the consumer. The Car Book, first published by NHTSA in 1980, was the first major effort by the agency to translate technical information for a mass audience.

There is much more than can be done at modest cost.

First, the New Car Assessment Program under which cars are crash tested, should be testing vehicles in frontal crashes at 40 mph (it is now at 35) to better distinguish between the best and the worst in terms of crashworthiness.

Second, crash testing should be conducted in front, side, rear and rollover modes (it is now primarily frontal).

Third, not only cars but vans, light trucks and utility vehicles should be tested.

Fourth, child restraints should be tested in the regular car crash tests (child restraints should of course be built into cars rather than separately purchased).

Fifth, a new rule, first proposed in January 1981, should be adopted requiring a window sticker on every new car listing its performance in 40 mph crash tests in accordance with NHTSA criteria.

The other critical information that should be gathered and translated for the public concerns automatic restraints, now being mass produced for new cars. The Standard 208 implementation evaluation plan now in proposal form should be finally reviewed and adopted to assure effective collection of data about airbag and automatic belt crashes.

V. Enforcement

NHTSA staff were constrained during the Reagan years from properly enforcing the law. In fact, only one decision was made finding a defect during the entire 8 years. Few formal investigations were opened each year (one to three), and they were not expeditiously resolved. Of the seven pending in the fall of 1988, four were two to five years old!

Companies got the message and routinely refused to recall vehicles when requested do to so voluntarily by the enforcement staff -- because they know the Administrator would never make such a decision. Of 18 requests made in 1986, only two resulted in recalls.

The Center for Auto Safety documented the backlog of informal and formal investigations of vehicles suspected of containing safety defects at the end of the Reagan term and estimated it to be about 48 million vehicles. As of the end of 1986, these vehicles has been shown to be involved in at least 20,000 crashes, 7,000 injuries, and 500 deaths.

NHTSA's failure to enforce can also end up hurting the manufacturers. For example, GM first discovered a power steering problem and told its dealers in 1982. NHTSA did nothing, and GM continued to manufacture its cars with the defect. Now it is conducting a secret warranty on all its 1980-88 cars, because it rejected the fundamental redesign recommended by its engineers in the early 1980's. Aftermarket repairs are far more expensive than proper initial designs.

Administrator Curry appears not to be fearful of requiring vehicle safety recalls. Both the number of vehicles recalled and the number of recall campaigns in 1989 were the highest since 1979. The real test will occur with a very controversial defect, either because of the cost of the repair or the number of vehicles involved. But so far, the news is not bad.

VI. Funding

NHTSA was raped during the Reagan years. Between 1980 and 1989, NHTSA's motor vehicle research budget dropped 39% and its staff dropped 23%. In constant 1981 dollars the drop was 59%. Several major programs were eliminated all together: auto industry research, heavy duty vehicle research, and the experimental vehicle safety program.

Overall research dollars for these years (in constant 1981 dollars) dropped from $39 million to $23 million with a reduction in staff from 189 to 133.

These funds should be restored for one of the highest payoff and cost-beneficial government programs that exists. I doubt any other could show the life saving and injury reducing capability of the NHTSA programs. Certainly not in the defense budget.

When the funding for research on injury prevention generally, where 4.1 million years of life are lost, or 40% of the total, is compared with the other leading causes of death (cancer where 1.7 million years of life are lost and heart disease/stroke where 2.1 million years of life are lost), it shows:

Injury:	$112 million
Cancer:	$998 million
Heart:	$624 million

By any measure -- payoff or significance of the problem -- injury prevention is grossly under funded.

VII. Hope for the Future

The good news is we have hard data on payoff, we know what to pursue in research, standard setting, and new laws, and we have a new attitude in this administration which means we will make some progress.

But not leaving anything to chance. A new organization, Advocates for Highway and Auto Safety, set up with the initiative of Steve Brobeck of CFA last fall, and funded by the insurers but jointly managed with consumer, health and safety groups, will oversee NHTSA's actions and push to make the agency meet the safety advocates agenda.

NATIONAL COALITION TO REDUCE CAR CRASH INJURIES

MEMBERSHIP

Alliance of American Insurers
Allstate Insurance
American Family Insurance Group
American Insurance Association
American Public Health Association
Arnold V. Arms, M.D.
Automobile Club of Missouri
Barren River (KY) District Health Department
Breed Automotive Corporation
Center for Auto Safety
Chubb & Son Inc.
Consumer Federation of America
Epilepsy Foundation of America
GEICO Corporation
John W. Hetrick
Institute for Injury Reduction
J. & D.K. Agency
Kemper Group
Liberty Mutual Insurance Company
Motor Voters
National Association of Independent Insurers
National Association of Mutual Insurance Companies
National Association of Professional Insurance Agents
National Glass Association
National Head Injury Foundation
National Safety Council
Nationwide Insurance
Prudential Insurance Company of America
Public Citizen
State Farm Mutual Insurance Companies
John D. States, M.D.
The Travelers
United Services Automobile Association
U.S. Public Interest Research Group
World Institute on Disability

Coalition address:

c/o James F. Fitzpatrick
Arnold & Porter
1200 New Hampshire Avenue, N.W.
Washington, D.C. 20036

Mr. **Lehman**. The previous witness wanted to reprogram some money from 410 to 408. Are you in agreement with that?

Ms. **Stone**. I think when we prepared our testimony, Mr. Chairman, I was not aware of how many states would be affected by that. So, yes, I think we probably would support that. The 408 and 410 programs are very similar. The basis of the program is administrative license suspension in both cases. I think that the goal is to get those laws passed and some other additional highway safety laws.

So, yes, I think the important thing is to make the money available to the states for the purposes for which the legislation was written.

Mr. **Lehman**. Joan, is there a specific element to safety research that you would like to have NHTSA concentrate on?

Ms. **Claybrook**. I think that the development of more sophisticated instrumented dummies and the biomechanics program is the most important, and I guess the second would be increased crash testing. Right now, they're crash testing mostly in a frontal mode. They haven't got a side impact test yet, they haven't done light trucks and vans in the crash test program. The crash test program, Mr. Chairman, has been a wonderful marketplace incentive for companies to take initiatives even without Federal regulation.

Mr. **Lehman**. Ten years ago, when you were administrator, I asked you what you thought of the advertising and promotion of muscle cars by the manufacturers.

Ms. **Claybrook**. Right.

Mr. **Lehman**. Do you know what you said?

Ms. **Claybrook**. What?

Mr. **Lehman**. You said it was obscene.

Ms. **Claybrook**. That sounds familiar.

Mr. **Lehman**. Do you still feel that way?

Ms. **Claybrook**. Oh, yes, I do.

Mr. **Lehman**. It's gotten worse, I think, since you left.

Ms. **Claybrook**. Well, that's right. I think it has. And actually our organization, Public Citizen, that I'm the head of, and Judy's new organization, and others, have taken a leadership role in beating up on some of the auto companies, Nissan for example on the one ad that it did, which was truly obscene.

But you know, I think that one of the great things about the highway safety program and the motor vehicle program, where it's successful is, it's now got Lee Iacocca out there instead of doing muscle car ads, he's doing air bag ads. And that's where this agency should be. It should be in a leadership role, giving these companies the incentives they need to boast about their safety capabilities and what cars can do for people, as opposed to how they can burn up the highway.

Mr. **Lehman**. I've had some unhappy personal experiences with the overtinted automobiles, where not only are they ominous in perception but they are dangerous to law enforcement officers and perhaps nighttime visibility is apparently impaired. Do your organizations have any position on this super-tinting, especially in the southern part of the country where these people are riding around in all-black cars?

Ms. CLAYBROOK. Actually, Mr. Chairman, I think you ought to put something in your committee report on this, and I would urge you to do this. It took ten years before I came back to NHTSA and while I was there to develop a conspicuity standard, and we issued it in the closing days of the Carter Administration because it took so long to develop, it had broad level of support among experts, and it was treated as a midnight regulation. When the Reagan Administration came in, they abolished it, and it was one of the saddest things I've ever known because it was a very carefully crafted one. And one of the issues that it dealt with was the tinting of windshields.

Mr. LEHMAN. Not just windshields actually, but the whole car.

Ms. CLAYBROOK. The whole vehicle. That's right. All the windows. So you might ask NHTSA if they would do a re-evaluation of that standard and whether it would still be applicable, and if not, where and why not and submit a report to you, because I would very much like to see that.

Mr. LEHMAN. Would you write me a letter saying what you did and what's happened since you did it and why hasn't something been done about it?

Ms. CLAYBROOK. Yes, I will.

Mr. LEHMAN. Thank you very much. Mr. Coughlin?

Mr. COUGHLIN. Thank you, Mr. Chairman. We appreciate your testimony. You're a distinguished activist who knows whereof she speaks, having had experience in the field. I was particularly impressed by your emphasis on biomechanics research and the disparity between that emphasis in aviation and other modes compared to the automotive where perhaps—not perhaps, where there are indeed more fatalities than any other mode.

Ms. CLAYBROOK. Many more fatalities. Right.

Mr. COUGHLIN. Your point is a very well taken point, and we thank you for making it.

Ms. CLAYBROOK. Thank you very much. I hope that you're able, in all the conflicting demands, to give it some attention in this appropriations bill.

Mr. LEHMAN. Thank you very much.

Ms. CLAYBROOK. Thank you very much, Mr. Chairman.

Ms. STONE. Thank you.

Mr. LEHMAN. Is Harry Teter here? There you are.

[Discussion off the record.]

THURSDAY, APRIL 26, 1990.

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

WITNESS

HARRY TETER, JR., EXECUTIVE DIRECTOR, ATLANTIC EMERGENCY MEDICAL SERVICES COUNCIL

Mr. TETER. Mr. Chairman, Mr. Coughlin, I am Harry Teter. I work with various emergency medical services and trauma interests. I am here today on behalf of the Atlantic EMS Council and the National Study Center for Trauma. I am indeed pleased to be here and if I may, sir, I'll just insert my testimony for the record and make a few comments that support some of this.

And also to continue on what Ms. Stone and Ms. Claybrook just said, because I so wholeheartedly support what they are advocating, and I would like to take just a moment to talk about the biomechanics and to tell you about a study that desperately needs more funding and that is on car crashes that is being conducted right now through the National Studies Center in Mimms.

The unique thing about this is that they're not using dummies, but they're reconstructing crashes and analyzing them on human beings as to exactly what the impact was. They go out to a crash study and they follow the person, because they're there at the trauma center, they can follow the person right through to rehab. They're reconstructing the crash, they're looking at various parts of the automobile that did the most severe injury to the person, and they're really watching it from what could be change from the automobile in order to alleviate that. Some of the early findings are very dramatic. I will submit to you, Mr. Chairman, their initial reports on this for your interest.

It is in need of more funding in order to increase the ability to analyze more accidents. They presently have assessed fifty accidents. That doesn't sound like a lot, but if you would see the amount of information they have, it's staggering.

It shows that right now with a few changes in automobile construction what we could do to lessen the severity of crashes. It certainly shows that air bags are very essential to have, and they're now looking at side crashes to see what we can do with that.

It is dramatic, and I think we definitely need to move on with it. And I hope that with more R&D money at NHTSA, we're going to be able to do that.

Today, of course we do support fully the programs of NHTSA and especially those that are involved with emergency medical services. We applaud NHTSA's past activities that they have done in pre-hospital care in setting standards and doing evaluation programs to see that state programs are up and going and are being effective. We will hope that that will continue on.

We fear that the incidence of trauma is still on the rise. We do not know the exact outcome of the people that are involved in the accidents, but we are learning this rapidly so that we know that our EMS systems are indeed meeting the needs that are out there. We're just sorry that business is still increasing.

We believe that if we do implement some of our new technological advances we're going to be able to reduce this harmful effect. Certainly the air bag is a dramatic showing of that, and we're all familiar with that Culpepper crash.

We need now, though, to focus on a few things that we should do in the immediate future, and I have made some recommendations in my testimony and some thoughts with regard to dollars and where we need to channel them. I would like to say that one or two efforts that are being done right now I think will greatly help in reducing general costs. One is the gathering and sharing of more information. The National Study Center, along with many other organizations of EMS interest in this country, have pooled together and are forming a coalition to share information so that we'll have more sources of information out there for people. It is, for instance, sad to see people duplicating research, duplicating program efforts, when we can learn much better from one another. We don't have to start and reinvent the wheel.

I would hope that in the future more information is forthcoming from the Federal Government as to which studies have been done. I recently had to go through many weeks of Freedom of Information just to get the results of a grant that was awarded that was public knowledge. I don't think that should be the case. We just wanted to get the information out to the constituents as to what DOD in fact, in this case, was spending their money on.

In the research area, yes, we certainly need to know more about car crashes. As I say, I urge this committee to consider increased funding for the study that's being done on reconstruction using humans and finding what has really happened. The costs, for instance, that we hear about how expensive it is—believe me, they're conservative. We're finding the costs much higher. The long term effects of trauma are just devastating and we must do something about it.

I'm happy to report that this committee two years ago gave to the Atlantic Emergency Medical Services Council a grant to do really an outcome study of seven states, to look at what's happening in trauma in the regional area that will also include urban, rural and suburban areas. That project is well underway, and I will have some good results, I think, to report back to you soon.

We, in that case, are linking crash information from police records, ambulance records with hospital records and then discharge records, and we can really see the difference then that a system makes on a given area.

We at the National Study Center are very interested in of course the cost of trauma, it's getting more and more expensive every day, and who's going to bear this cost in the future?

That's a question we are trying to answer now. It's not going to be on any one individual, but we have work to do, all of us, to do something about this.

We have to certainly look at prevention tactics—what are we doing in this area and do any of them make any sense? And I would hope that DOT would again join us on this because we feel that the greatest thing we can do is of course to prevent trauma. But that's very easily said, harder done. And many prevention programs are just on paper and they're not working. We need to look at those that work and proliferate those.

We would hope that at the Department of Transportation that they would continue their efforts on emergency medical services. It's very critical that they continue their leadership. We would hope that they would indeed follow what this committee recommended several years ago, and that was to give a percentage of the 402 and 3 dollars earmarked for emergency medical services. I believe at that time, you recommended 12 percent, and we agree with that if it can't indeed be more. This is the most lifesaving program, we contend, that is being done, and we think it needs that type of backing.

We urge DOT to continue its program in pre-hospital, and also evaluation. And I think with the work of Adele Derby and General Curry and George Regal, we're going to see this happen.

And finally, sir, I would like to mention Trauma Awareness Month. After three years of doing this, we're really starting to see some excellent results across this country on people being aware of what trauma is. The word is used almost too loosely, so people think any incident from emotion shock on is trauma. Well, we need to tell people what these injuries are, these severe injuries are, and how they can be prevented. And if not prevented, how we can deal with them.

Thanks to you and this committee, you've been the leaders in this area, and we lean on you, we depend on you. For Trauma Awareness Month, sir, your leadership on this has been critical. We couldn't have done it without out. And we're still going to lean on you. They say a friend a need is a pest, and that's absolutely true I guess in this area. But we need to continue this effort because year by year we are having people more aware of what can be done and with their participation, we're going to lick this problem.

So I thank you, sir. I applaud your leadership. I applaud Mr. Coughlin and the whole committee here for the help you've given us and urge that it continue.

[The prepared statement of Mr. Teter follows:]

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TESTIMONY OF HARRY TETER, JR.
on behalf of
The Charles McC. Mathias, Jr. National Study Center
for Trauma and Emergency Medical Systems
and
The Atlantic Emergency Medical Services Council
before the
House Committee on Appropriations,
Transportation and Related Agencies Subcommittee

April 26, 1990

Mr. Chairman, and members of the subcommittee, my name is Harry Teter and I am Executive Director of the Charles McC. Mathias National Study Center for Trauma and Emergency Medical Systems and Director of the Atlantic Emergency Medical Services (EMS) Council. Both organizations were founded by Dr. R Adams Cowley, principal developer of the science of trauma care and emergency medical systems design in this country, and founder of the Shock Trauma Center in Baltimore, Maryland, which is considered one of the premier trauma centers in this country.

The National Study Center, designated in 1986 by Congress, studies the broad issues that impact on the delivery of trauma care in this country. The Atlantic EMS Council is comprised of EMS directors of New Jersey, Pennsylvania, Delaware, Maryland, Virginia, West Virginia and the District of Columbia. It serves to resolve day to day operational issues in the participating states' EMS systems as well as to develop a comprehensive multistate trauma registry. These groups work closely with the Department of Transportation's National Highway Traffic Safety Administration. We are here today to strongly support full funding for NHTSA and to endorse its EMS activities and crashworthiness research.

Testifying before this Committee has become a welcome annual event for me on behalf of these EMS interests. For many years we have supported NHTSA because of its highly successful track record supporting EMS and its reputation as both a national problem solver but also an innovator in EMS systems program design. Because of NHTSA's strong, aggressive leadership, national awareness of EMS and vehicle safety and a stronger commitment from states and localities to build better EMS systems have all increased. NHTSA is to be commended not only for its ongoing development of EMS training standards and programs for prehospital emergency care personnel, but also the critical technical assistance it provides in the evaluation and development of state and regional EMS systems. It is working closely with the Atlantic Council to develop a seven state regional trauma registry to measure the effectiveness of emergency systems in rural, suburban and urban areas. This will be lead to a major examination of patient outcomes-- to measure the extent to which trauma/EMS systems do make a difference.

NHTSA is also working with the Maryland Institute for Emergency Medical Services Systems (MIEMSS) on a major state-of-the-art car crash study. The study examines crashes by reconstructing them in minute detail, and then assessing the medical and biodynamic results on victims from incidence to recovery. The initial results are dramatically revealing both as to automobile construction, physical and mental impact on the victims, and the costs to the victims and society.

We have learned much, but further research initiatives should be considered:

(1) We must direct more attention to reducing the high cost of trauma. Naturally, the best solution would be to reduce the incidence of trauma. But after that we must examine reducing the severity and reducing the burden of uncompensated care. We may well have to consider a specialty tax, i.e., on alcohol, drinks, driver's licenses, etc. tax specifically to pay for trauma care.

(2) We need to expand on present car crash studies, especially the one being done in Baltimore. Already we have learned that the greater the severity of the crash, the greater the costs. We have learned that impact absorbing airbags reduce severity which can reduce the cost and injuries associated with vehicular trauma. We have already seen that with certain construction and automobile design changes, severity of injuries from crashes can be dramatically reduced. This crash study needs to be expanded and the results acted upon. Let me call your attention to the dramatic effect airbags had on the lives of two people in Virginia, as chronicled in the mass media. (See attachment.) We need to implement NHTSA developed safety measures, such as airbags, in each and every car.

(3) We need to closely analyze the EMS systems we presently have and evaluate their effectiveness in dealing with the national trauma epidemic. We must look at the long-term outcome of the victims. With Federal legislation pending which deals with trauma care systems development, we need to be able to compare patient outcomes in areas with systems, to those without systems. We need this critical information so that we can direct our limited resources appropriately.

(4) We must carefully analyze our prevention programs. If prevention can make a difference, then we need to find out what prevention programs work. More resources need to be directed not only towards further research and development, but also towards the implementation of prevention modalities already a part of NHTSA's initiatives.

(5) As noted by the General Accounting Office in 1986, effective management of trauma/EMS information on a national basis is essential for aiding state and local efforts in the further development and improvement of their trauma and emergency medical systems. We must exchange information and technology relating to trauma, EMS and injury control. With NHTSA's support, the National Study Center and other EMS organizations have worked to form a national coalition of EMS and injury control information managers. Organizations such as the American Academy of Pediatrics, the National Association of State EMS Directors and the National Association of EMS Physicians are participants. To date the National Study Center has provided over $1 million in seed funding in developing 'TIES', an acronym for the Trauma Information Exchange System. This coordinated information management effort will use the TIES database as a central directory for the information coalition's work. This multiorganizational effort needs your support.

(6) Stricter enforcement of laws, and enactment of laws where necessary, aimed at reducing trauma. Funds may have to be contingent on this being done.

(7) We need to take the knowledge gleaned from our major trauma centers, universities and field experiences, and apply this to rural areas where trauma is so devastating. We must also have the resources to adequately develop these vital trauma care systems.

(8) Greater, more innovative use of modern technology. With the advances in electronic information systems and artificial intelligence we may be able to improve the training, communications, and other aspects associated with the delivery of emergency medical care.

We need these initiatives funded. NHTSA has many of them under consideration; some on its agenda. We at the National Study Center and in the Atlantic Council pledge our efforts in working with NHTSA and other agencies to meet these challenges. NHTSA needs your support.

To have sufficient resources to meet these and other EMS needs NHTSA will need more in-house manpower devoted to EMS. A set percentage of NHTSA funds, both research and 402 should be earmarked for EMS. Several years ago this committee recommended a 12% earmark of NHTSA's dollars go to EMS. That has not happened yet and we believe it should.

Although Congress is presently considering trauma/EMS legislation that will put program responsibilities in other Federal agencies, it is vital to continue NHTSA's leadership role. EMS is a complex field comprised of many components. One major component is prehospital care which should remain a prime responsibility of the Department of Transportation.

For many years you, Mr. Chairman, along with Sen. Byrd, have sponsored a bill to name May, National Trauma Awareness Month. Thanks to your efforts Congress has taken this action and we have seen programs during this month across this country aimed at making the public aware of trauma.

We owe you a deep appreciation for this. Awareness is vital before we can have action. This is just another of your great efforts to tackle the problems trauma presents. We have you to thank for the Injury Control program at the Centers for Disease Control. Eradication of trauma and its costs, human and otherwise, has no greater champion than you and for all of us in the field I thank you.

I also want to thank General Jerry Curry, the administrator of NHTSA for his efforts and his commitment to highway safety and to EMS. He is an outstanding leader who is making a difference. Aided by Adele Derby, George Parker, Michael Finkelstein, George Reagle and their staffs, I am certain that EMS and crashworthiness research will thrive.

I appreciate the opportunity to again appear before you and being given the opportunity to speak for full funding for NHTSA and particularly its EMS and crashworthiness research programs.

HAPPY

DUELING AIR BAGS ALLOW TWO VIRGINIA DRIVERS TO WALK AWAY FROM A HORRIFYING HEAD-ON COLLISION

M.E. HENSDILL CULPEPER STAR EXPONENT

Woody and Van Steelant, with state trooper Gary Dawson, left the crash site, above, with only cuts and bruises.

It was a sunny Monday afternoon in Culpeper, Va., as Ronnie Woody headed west on Route 640 in his brand-new Chrysler LeBaron. Coming in the opposite direction on the two-lane road was Priscilla Van Steelant, also driving a Chrysler LeBaron. According to the police report, Van Steelant, 39, strayed over the unmarked center of the road and smashed into Woody head-on, the two cars colliding at an estimated combined speed of 70 mph. "I saw a car coming down the wrong side of the road," says Woody, 22, a construction worker. "I thought, 'Surely she's going to get out of the way.' The next thing I remember is some guy asking me if I was all right."

Amazingly, he was, as was Van Steelant. Woody escaped with a cut on his elbow and a bruised knee, while Van Steelant had a bloody nose and various minor bruises. Paramedics who arrived expecting a difficult rescue found it hard to believe that both drivers had walked away from a potentially fatal crash. "They said to me, 'Where's the driver?' " reports Van Steelant. "I said, 'I *am* the driver.' I had to argue with them, to convince them I was the driver."

Woody and Van Steelant owe their miraculous escape to air bags that inflated [illegible]th of a second. This was the first head-on crash in which both cars were equipped with the air bags. Consumer groups have long pressured automakers to install air bags in all cars. Chrysler has been a leader, equipping all their domestically produced cars with driver-side air bags. Both Woody, who wasn't wearing a seat belt, and Van Steelant, who had buckled up, are living proof of air bags' effectiveness. "You can't make everybody wear a seat belt, but you can put an air bag in every car," says Woody.

While both are thankful to be alive, Woody is in better shape than Van Steelant. On March 30 he received a check for $17,651 from Priscilla's insurance company and promptly replaced his demolished car with a new LeBaron. Van Steelant was charged with failure to keep [illegible] of center and will go to court on Apr[illegible] to answer charges. At least she'll be [illegible] to walk into the courtroom. ◻

Mr. LEHMAN. I have the list.

Mr. TETER. Thank you, sir.

Mr. LEHMAN. I'm going to try to contact as many as I can on the floor, maybe I'll have certain names that I think will go along with me. I'll check perhaps with some of the staff to get it moving.

Mr. TETER. That would be great, sir. Thank you very much.

Mr. LEHMAN. Thank you. Let me just say one other thing that bothers me. I've talked to some traffic court judges, and what bothers them is that people involved in accidents usually have expired drivers licenses or a drivers license that has been taken away from them and they are still driving. I think they cause a disproportionate number of accidents. Is there any way that we can get the states to do a better job on drivers license enforcement?

Mr. TETER. I think, sir, that that as well as certain other areas that are in the law enforcement area should ultimately possibly be tied to funding from the Federal coffers on other programs. If they're not enforcing the law, they shouldn't be reaping the benefits of these programs. It's harsh, but I think we have to get to that because prevention—and you'll recall in your study that you commissioned on cost of injury—prevention is most effective when it's enforced by the law.

Mr. LEHMAN. But the problem is the only way you can enforce it is to put these people in jail and that takes away the breadwinner sometimes. I suggest that we put the automobile in jail.

Mr. TETER. Well, one way or the other, we have to get on top of it because it is frightening to think that people are out there and being very, very loose. We are looking right now at why people take those type of risks and why they're willing to do that. I don't know. But I think it's dangerous to us all. The sad part is that innocent people die in situations like that. I think that—although I feel sorry for those people, it's nothing compared to the innocent person who is standing by and suddenly gets involved——

Mr. LEHMAN. Innocent people are paying for them, even the self-inflicted.

Mr. TETER. That's right.

Mr. LEHMAN. Mr. Coughlin?

Mr. COUGHLIN. Thank you, Mr. Chairman. As you have stated, Chairman Lehman should be decorated for the work that he has done in this area. He is indeed the national leader, I think.

Mr. TETER. He is.

Mr. COUGHLIN. I have the greatest respect for what he's done and what you're doing, and we thank you for your testimony.

Mr. TETER. Thank you, sir.

Mr. LEHMAN. Thank you. Mr. Booras, I saw you last night. Do we still need you here today? [Laughter.]

THURSDAY, APRIL 26, 1990.

FEDERAL HIGHWAY ADMINISTRATION

WITNESSES

PETER J. BOORAS, PRESIDENT, YANKEE ENERGY CORPORATION

TOM HAGEDORN, VICE PRESIDENT, PUBLIC RELATIONS

Mr. **Booras**. Thank you, Mr. Chairman, Members of this committee. My name is Peter Booras. I am President of Yankee Energy Corporation, Boston, Massachusetts. I am here joined today by my colleague, Tom Hagedorn, who is Vice President, Public Relations, Yankee Energy Corporation.

I am here to testify today concerning an appropriation for Phase II of a two-part study to confirm the feasibility of the conversion of offshore shut in gas to alcohol fuels for use in highway transportation via a methanol production facility.

The observance of Earth Day only a couple of days ago has highlighted an awareness that we need a cleaner environment so that this planet can survive. The degree of air pollution throughout the world varies, but it is virtually universal in all metropolitan areas with serious deviations from established standards.

Various solutions have been advocated, stressing the need to decrease pollution at its source. This source being mobile and stationary combusters of fuel and therefore reducing the pollution's primary precursors.

Some regions such as southern California have advanced programs to convert 40 percent of their passenger cars and 70 percent of their trucks and busses to cleaner burning fuel such as methanol. The New England Governors' Conference has studied the use of methanol as an overfiring fuel in power plants to effect emission reductions throughout the region. Indeed, tests document that substantial benefits to such plants derive from this fuel emitting no sulfur dioxide and reducing nitrous oxides as much as 60 percent.

Even greater benefits are derived when methanol is used as motor transpiration fuel. Pure methanol in vehicles generates only one-tenth of the hydrocarbons that gasoline does, with substantial reductions in carcinogenic air pollutants such as diesel particulates, butadienes, polycyclic organic compounds and benzene.

And although methanol emits more formaldehyde than gasoline, it is still below the acceptable threshold limit, and this is even without the benefit of development of effective catalytic converters which should be in the near future.

Although the consensus is growing for the need to use clean fuels such as this, even among people like the President of the United States, not much concern has yet been expressed as to how we are to obtain it. Indeed, some programs are ten years behind because no reliable sources exist for large volumes of methanol at competitive prices.

Methanol is presently produced as a chemical feedstock to manufacture higher value products. Prices have varied over the past two years from 30 to 80 cents per gallon. Under these circumstances certainly not many are encouraged to convert to use methanol, not only in view of the price fluctuations but also in view of certain shortages that have seriously existed.

This committee, however, has demonstrated an ability to look ahead by considering not only the use of methanol but also in assisting the development of a production system that can provide methanol at substantially lower prices.

The Surface Transportation Assistance Act of 1982 was amended by Section 152 which your committee so wisely funded to provide a study to evaluate the potential of converting shut in offshore gas, either flared or abandoned gas, to methanol for use as a transportation fuel. Yankee Energy completed this study by incorporating its own work, which it had developed over a period of about twelve years.

Yankee concluded many years ago that if methanol was to be considered as a viable fuel, it had to be cost effective with other fuels on a BTU basis. Yankee consequently analyzed the costs required to produce methanol and two components emerged as critical: the cost of the gas feedstock and the cost of the production facility.

Shut in gas, largely abandoned in remote parts of the world, unfortunately loses its cost advantage because of the substantially greater cost to build a facility there. Consequently, Yankee embarked on a program to combine the best of both worlds. We now know that a production facility, and I might say we now know that as a result of Phase I which we completed with your help, we now know that a production facility can be built at its lower cost as part of a vessel in a shipyard, then moved to a location of cheap gas and could there, for a period of at least ten years, produce a million gallons of methanol per day at about half the usual cost.

Such a facility would measure 800 feet by 200 feet, weigh 180 thousand tons and cost an estimated $250 million. One such facility could fuel a 300 megawatt power plant or power 400,000 automobiles.

Methanol is considered by many to be the fuel of the future. Unlike other alcohol fuels, which cost from three to four times as much, methanol will not require any type of tax subsidies to be economically viable, such as waivers of the gasoline tax.

In the short run, it can be produced easily from shut in gas. As gas and oil supplies are depleted, methanol can be produced from coal, although it would become more expensive and additional technology would eventually be needed.

The Phase I study funded by the Surface Transportation Assistance Act or enabled by the Surface Transportation Assistance Act and funded by this committee had four objectives:

Number one: To analyze the world supply of remote gas to determine the practicality of a plant ship program. Indeed, it was determined that there was enough shut in gas for 130 such plant ships to operate for at least 25 years and enough flared gas, wasted energy that contributes further to the pollution of the environment, for another 150 plant ships.

Mr. **Lehman**. Could you summarize a little bit because we're running out of time?

Mr. **Booras**. I'll go quicker then.

Mr. **Lehman**. All right.

Mr. **Booras**. Number two: To analyze the market to determine how much output it could absorb. The answer was that the market was infinite, provided the price was competitive.

Number three: To design the production facility to properly fit within the confines of such a vessel. This was accomplished with the help of the renowned Davy McKee Organization, who have designed 60 percent of the world's land-based methanol capacity.

Number four: To redesign a plant that could provide the stability required by the process plant. This was accomplished by the Waller

Marine Naval Architects through the use of lateral sponsors to dampen the roll. Model basin tests confirm that the processing plant could operate 100 percent of the time at the preferred locations under the worst weather conditions experienced over the past 100 years.

Furthermore, the U.S. Coast Guard has given its preliminary approval of the design, and Lloyds of London, through its agent, have expressed a willingness to insure the entire operation.

Subsequent to the completion of the Phase I study, Yankee has expanded its expertise from the production of low cost methanol to include its effective utilization as an environmental fuel. Yankee has completed a regional study for the New England Governors and is discussing a similar study for the State of California. Yankee is also exploring the use of methanol for busses and trucks in several states, including California, Florida and Massachusetts.

Until now, however, investment bankers have felt that the output of Yankee's methanol plant ship could not be purchased by a large enough product taker to satisfy them. The Clean Air Bill is now elevating the importance of methanol in a way that this concern is dissipating. States like Massachusetts are taking action on their own by considering legislation that would enable the construction of a 300 megawatt plant to take the entire output of a plant ship in a way that can then divert some of this fuel to the slower conversions of transportation vehicles.

The remaining consideration before us at the moment before construction of this innovative production facility is the plus or minus 20 percent of the estimated $250 million that we now have. Once we have refined our estimates to a plus or minus 5 percent, we will be ready to go to construction. We are therefore here today to request funding for the Phase II portion of the original study referred to earlier.

This will require $1,700,000 for the additional development, design, assembly and construction costs and scheduling to enable the demonstration of the concept as advanced under Phase I as originally authorized under Section 152 of the Surface Transportation Assistance Act of 1982.

We plan that this amount will be supplemented by the team members to provide a total expenditure of about $2.5 million. We'd like to commend this committee for its vision demonstrated by the support of the plant ship effort. You will be pleased to know that we have been visited by people from Australia and Cameroon to inquire about this project. We have also had calls from the Ford Motor Company to inquire about when will such a facility come on stream. Naturally, they would be interested in knowing when methanol would be available for potential methanol production from their assembly line.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Booras follows:]

PUBLIC HEARING

An Appropriation to Complete Phase II for the Conversion of Offshore Natural Gas to Methanol

April 26, 1990

Presented by:

Peter J. Booras
President
Yankee Energy Corporation
Boston, Massachusetts

The observance of Earth Day only two days ago has highlighted the need for a cleaner environment so that this planet can survive! The degree of air pollution varies throughout the world with virtually all metropolitan areas in non-compliance of established standards. Various solutions have been advocated, stressing the need to decrease pollution at its source - mobil and stationary combusters of fuel - by reducing pollution's primary precursors.

Some regions such as Southern California have advanced programs to convert 40% of their passenger vehicles and 70% of their trucks and busses to a cleaner burning fuel such as methanol. The New England Governor's Conference, Inc. has studied the use of methanol as an overfiring fuel in power plants to effect emission reductions throughout the region. Indeed, tests document the substantial benefits to such plants derived from this fuel that emits no sulfur dioxide and reduces nitrous oxides up to 60%.

Even greater benefits are derived when methanol is used in motor transportation. Pure methanol in vehicles generates only one-tenth of the hydrocarbons that gasoline produces, with substantial reductions in carcinogenic air pollutants such as diesel particulate, 1,3-butadiene, polycyclic organic compounds and benzene. And although methanol emits more formaldehyde than gasoline, it is still below the Threshold Limit Value (TLV) and can be reduced even further as new catalytic converters are designed.

Although the consensus is growing for the need to use this clean fuel by many including the President of the United States, not much concern has yet been expressed as to how we are to obtain it. Indeed, some programs are ten years behind because no reliable sources exist for large volumes of methanol at competitive prices. Methanol is presently produced as a chemical feedstock to produce higher value products. Prices have varied over the past two years from 30 to 80 cents per gallon. Certainly not many are ecouraged to convert to use methanol as a fuel with these price and supply fluctuations.

This committee, however, has demonstrated an ability to look ahead by considering not only the use of methanol but also in assisting the development of a production system that can provide methanol at substantially lower prices. The Surface Transportation Assistance Act of 1982 was amended by Section 152 to provide for a study to evaluate the potential of converting shut-in offshore gas, either abandoned or flared, to methanol for use as a Transportation Fuel. Yankee Energy completed this study by incorporating its own work developed over a period of about 12 years. Yankee concluded many years ago that if methanol was to be considered as a viable fuel, it had to be cost competitive with other fuels on a BTU basis. Yankee consequently analyzed the costs required to produce methanol and two components emerged as critical, i.e., the cost of the gas feedstock and the cost of the production facility. Shut-in gas, largely abandoned in remote areas, unfortunately loses its cost advantage because of the substantially greater costs to build a facility there. Consequently, Yankee embarked on a program to combine the best of both worlds. We now know that a production facility can be built at its lowest cost as part of a vessel in a shipyard, then moved to the location of cheap gas, anchored for a period of at least ten years, producing 1,000,000 gallons of methanol per day at about half the usual cost. Such a facility would measure 800 feet by 200 feet, weigh 180,000 tons and cost an estimated $250,000,000. One such facility could fuel a 300 MW power plant or power 400,000 automobiles.

Methanol is considered by many to be the fuel of the future. Unlike other alcohol fuels which cost from three to four times as much, methanol will not require any tax subsidies to be economically viable. In the short run it can be produced easily from shut-in gas. As gas and oil supplies are depleted, methanol can be produced from coal, although it would become more expensive.

The Phase I study funded by the Surface Transportation Assistance Act had four objectives:

1. To analyze the world supply of remote gas to determine the practicality of a plantship program. Indeed, it was determined that there was enough shut-in gas for 130 such plantships to operate for at least 25 years and enough flared gas, wasted energy that contributes further to the pollution of the environment, for another 150 plantships.

2. To analyze the market to determine how much output it could absorb. The answer was that the market was infinite provided the price was competitive.

3. To redesign a production facility to properly fit within the confines of such a vessel. This was accomplished with the help of the reknowned Davy McKee organization who have designed 60% of the world's land based methanol capacity.

4. To redesign a vessel that could provide the stability required by the Process Plant. This was accomplished by the Waller Marine Naval Architects through the use of lateral sponsons to dampen the roll. Model basin tests confirmed that the process plant could operate 100% of the time at the preferred locations under the worst weather conditions experienced over the past 100 years. Furthermore, the US Coast Guard has given its preliminary approval of the design and Lloyds of London, through their agent, have expressed a willingness to insure the entire operation.

Subsequent to the completion of the Phase I study, Yankee has expanded its expertise from the production of low cost methanol to include its effective utilization as an environmental fuel. Yankee has completed a regional study for the New England Governors and is discussing a similar study for the state of California. Yankee is also exploring the use of methanol for bus and truck use in Los Angeles and a bus conversion program for a Massachusetts municipality.

Until now, investment bankers have felt that the output of Yankee's Methanol Plantship could not be purchaseed by a large enough product taker to satisfy them. The Clean Air Bill is now elevating the importance of methanol in a way that this concern is dissipating. States like Massachusetts are taking action on their own by considering legislation that would enable the construction of a 300 MW power plant to take the entire output of a plantship in a way that can then divert some of this fuel to slower conversions in the transportation sector for fleet use. Municipalities like Los Angeles are likwise seriously considering methanol. Nevertheless, the operations of such a large project, still need to be demonstrated.

The remaining consideration before construction of this innovative production facility is the plus or minus 20% estimate of $250,000,000 we now have. Once we have refined our estimates to plus or minus 5% we will be ready to go to construction. We are therefore here today to request funding for the Phase II portion of the original study referred to earlier. This will require $1,700,000 for the additional development design, assembly and construction costs and scheduling to enable the demonstration of the concept advanced under Phase I, as originally authorized under section 152 of the Surface Transportation Assistance Act of 1982.

Mr. **Lehman**. Thank you, Mr. Booras. It's very nice to have our old colleague Mr. Hagedorn with us today.

Mr. **Hagedorn**. Thank you, Mr. Chairman. It's a pleasure to be here and we greatly appreciate your past support for this project. Hopefully, we can enlist your support to bring it to a completion stage so we can move forward and bring abundant supplies of methanol to the consumers of this country at a competitive price without asking them to pay a penalty in order to burn a clean, environmentally sound fuel.

Mr. **Lehman**. Thank you. Mr. Coughlin.

Mr. **Coughlin**. Thank you, Mr. Chairman. We appreciate the appearance of our former colleague, Tom Hagedorn, as well as Mr. Booras, and your testimony is certainly very provocative. Is Yankee Energy Corporation a private, for profit corporation?

Mr. **Booras**. Yes, sir.

Mr. **Coughlin**. Thank you very much, Mr. Chairman.

Mr. **Lehman**. Thank you. And the last witness this morning is William Jones.

THURSDAY, APRIL 26, 1990.

DEPARTMENT OF TRANSPORTATION

WITNESS

WILLIAM C. JONES, NATIONAL DEMOCRATIC POLICY COMMITTEE

Mr. **Jones**. Thank you, Mr. Chairman, for giving me the opportunity to speak to you today. I'll try and be very brief as I assume that we're getting into the lunch hour. I myself am getting a bit hungry.

Some of the questions that I was going to deal with today have been taken up to some extent by previous speakers. I think it's obvious to Members of the committee that the transport infrastructure of the United States is in the process of collapse. There are over 50,000 people per year dying on the nation's overcrowded and unmaintained highways, and the railroads have suffered continuous contraction since the mid 1970s.

Now, the Administration is proposing that sorely needed improvements in transport infrastructure be paid for by the states or through new taxes, in spite of the promise of no new taxes by the present Administration. The taxes are euphemistically called "user fees".

The problem with user fees is that general experience is that it reduces transport use, as it has every time the New York City Transit Authority has raised subway fares, for example. More generally, expecting states and localities to pay for transport improvements will simply perpetuate, if not accelerate, the disinvestment in infrastructure.

The fiscal year 1991 budget you're considering calls for drastic cuts in Federal support for the nation's highways, yet it does nothing to deploy the $10 billion surplus in the Highway Trust Fund for road improvements which was also referred to earlier in the day by previous speakers. Nor does it provide adequate funding for the advanced transport technologies that this nation needs for the twenty-first century.

In the aftermath of the somewhat controversial proposal by Senator Pat Moynihan concerning the Social Security surplus, which now is being used to counter expenses in the Government budget, fiscal economist and Congressional candidate Lyndon LaRouche put forward a proposal that the surplus funds of the Social Security account should go to high priority, safe investment in Federally-secured national basic infrastructure that would include, of course, the transportation system.

In this plan, the Social Security funds would be secure because investment in transport, energy and water would increase productivity and renewed activity throughout the economy as a whole. The infrastructure itself, of course, does not become a profitable investment or produce a return, but the overall growth in economic activity increases tax receipts into the Federal treasury which would ensure the repayment of the borrowed Social Security funds.

One of the areas in which such funds should be invested are, of course, the maglev technology which is the transport technology of the future as far as rail transport is concerned.

The United States has a window of opportunity over the next ten years to reestablish itself as the world leader in this advanced technology. Most importantly, commercial maglev development would accelerate the deployment of critical technologies that Congress has already identified as vital to American competitiveness, one of which is the use of higher temperature superconductors, commercial development of which is an ongoing international competition and would increase the economic attractiveness of advanced maglev systems. There are also other important technologies in terms of the electrical field which would be a spin off of this maglev development.

The Congress now has before it a number of proposals and pieces of legislation to demonstrate U.S. maglev technology. Less than $1 billion invested from the Social Security surplus over the next three years could accomplish this. In other respects, I would like to remind the committee that this country has achieved industrial superiority on the basis of utilizing infrastructural programs as the guideline for creating development. The internal improvements of the 1800s which was the program of Henry Clay, Abraham Lincoln, some of the great leaders, did turn the United States into the greatest industrial producer in the world, and could do so again if implemented by the Congress here today.

Thank you very much, Mr. Chairman.

[The prepared statement of Mr. Jones follows:]

NDPC National Democratic Policy Committee

P.O. Box 17729 • Washington, D.C. 20041-0729

- Testimony -

- Subcommittee on Transportation -

- House Committee on Appropriations -

- April 26, 1990 -

Members of this Subcommittee are well aware that the transport infrastructure of the United States is in the process of collapsing. The FAA estimated four years ago that delays at the Nation's airports were costing air carriers and passengers over $5 billion per year. No new airport has been built in more than 10 years.

Over 50,000 people per year die on the Nation's overcrowded and unmaintained highways, and the railroads have suffered continuous contraction since the mid-1970s. Collapsing bridges have become a common sight on the nightly news.

The Administration has proposed that sorely needed improvements in transport infrastructure be paid for by the states, or through new taxes, euphamistically called "user fees." In testimony before the Senate Appropriations Subcommittee on Transportation on March 1, Secretary Skinner reported that $20.7 billion, or 78% of the DOT's budget, would be financed from user fees. This is up from 68% in Fiscal Year 1990, and includes increased aviation fees, and new fees for the Coast Guard, Railroad Safety, and Commercial Space Transportation. So much for "no new taxes."

In reality, user fees reduce transport use--as it has every time the New York City Transit Authority has raised subway fares--implementing austerity through higher prices, for industry and the consumer.

Expecting states and localities to pay for transport improvements will simply perpetutate, if not accelerate, the disinvestment in infrastructure. A recent survey by the nonprofit Road Information Program in Washington, D.C. found that states have raised their gasoline taxes 122 times since 1980, just to try to keep up with highway maintenance costs.

The Fiscal Year 1991 budget you are considering calls for drastic cuts in federal support for the nation's highways, yet it does nothing to deploy the $10 billion surplus in the Highway Trust Fund for road improvements, nor provide adequate funding for the advanced transport technologies that this Nation needs for the 21st century.

The federal government must take responsibility for the revitalization of America's transport, energy, and water infrastructure, because without these prerequisites, there can be no real economic growth. There is no "cost-benefit" analysis that will show that infrastructure is "worth" investing in. Yet without it, no industrial, agricultural, or manufacturing activity is possible.

- Social Security Surplus Can Fund Infrastructure -

New York Senator Daniel Patrick Moynihan has made political hay out of the fact that the $60-plus billion generated from payroll taxes into the Social Security Trust Fund is currently being squandered by the Bush Administration for government operating expenses, to try to keep within the Gramm-Rudman deficit reduction guidelines. The Senator has attempted to adopt a "popular" alternative to this scandal by proposing that the payroll taxes be cut, and the money "returned" to people, possibly putting the Fund in jeopardy.

This surplus, which will be needed to meet Social Security commitments at the turn of the century, could be wisely invested in the improvement of infrastructure for the Nation.

Economist and Congressional candidate Lyndon LaRouche has proposed that as part of a much-needed national economic recovery program, we dedicate the surplus funds of the Social Security account to high priority, safe investment in federally-secured national basic economic infrastructure. The Fund's surplus should be invested as part of an overall two-tiered credit policy, where credit at a prime interest rate of 1-2% would be made available for approved national infrastructure projects.

The Social Security funds would be secure because the investment in transport, energy, and water would increase productivity and renewed activity throughout the economy as a whole. The infrastructure itself would not be "profitable," or produce a "return on investment," but the overall growth in economic activity would increase tax receipts into the federal Treasury which would ensure the repayment of the borrowed Social Security funds.

Transportation can account for as much as 25% of the cost of an industrial or consumer product. Reducing airport delays, allowing the faster movement of goods by improved rail and roads, computerizing and integrating freight transport across all modes of travel, and deploying revolutionary new technologies such as magnetically levitated vehicles, would lower the cost of goods and services, propagating productivity increases throughout the economy.

What American would not be proud to know that the tax money he is paying into the Social Security Fund for his future retirment is being invested in the meantime in the most advanced technologies to ensure the basic economic infrastructure for his and his children's future?

- The Maglev Revolution -

This Nation led the world in the development of magnetically levitated transport--which can obtain speeds of 300 miles per hour, is completely electric, safe, quite, and non-polluting--until the federal government cut off all funding in 1975. Since then, West Germany and Japan have each invested more than one billion dollars in developing maglev technology, and building actual demonstration transport systems.

The German Transrapid maglev system is being offered for sale to cities and regions in the United States to relieve congestion in short-trip air travel, and to supplement inadequate passenger rail systems. Though the Japanese maglev technology is not yet ready for full commercial development, it surely will be over this current decade. In one proposal being considered in Pennsylvania, the Japanese have offered to help finance the U.S. purchase of West German maglev technology.

The United States has a window of opportunity over the next ten years, to reestablish itself as the world leader in advanced maglev technology. This would not only revolutionize U.S. passenger transport, but could also add capacity to carry high-value freight. Most importantly, commercial maglev development would accelerate the deployment of critical technologies the Congress has already identified as vital to American competitiveness.

Breakthroughs in the past few years in higher-temperature superconductors--the commercial development of which is an on-going international competition--could increase the economic attractiveness of advanced maglev systems. This transport technology, in turn, would provide a mass market for new superconductors, and would drive the state-of-the-art in fabrication technology and applications. It has been estimated that the domestic market for maglev systems is potentially more than $200 billion.

The federal-supported superconductivity effort, through the Council on Superconductivity for American Competitiveness, should be focused on providing advanced high temperature superconductors for maglev transportation. Spinoffs from this research will make available new higher-temperature superconductors for electric motors, generators, larger magnets for fusion and other energy technologies, and applications we have not yet even imagined.

Because maglev systems are closer in concept and design to flight than railroads, the major aerospace companies which are the repository of a large share of the Nation's private research and development capabilities should be mobilized to engineer, design, and construct the vehicles for maglev systems.

The full industrial capability of the electrical equipment supply industry will have to be mobilized to provide the power conditioning and other components for maglev.

The Congress now has before it a number of proposals and pieces of legislation to demonstrate U.S. maglev technology. Less than $1 billion invested from the Social Security surplus over the next three years could accomplish this. By the turn of the century, commercial systems, at least through the Northeast corridor, should be under construction.

- Up-Grading Conventional Transportation -

The major problem in the Administration's transportation budget request is not that less than $10 million is requested for maglev, but that the budget takes no responsibility for transport infrastructure.

While the most advanced transport technologies are being readied, multi-hundreds of billions of dollars must be deployed to make the Nation's existing infrastructure usable. The billions stolen from the Highway Trust Fund and other tax accounts, which are supposed to be earmarked for transportation, must be mobilized along with the Social Security surplus to rebuild.

The application of even twenty-year-old Apollo-era computer technology would at least double transport productivity, by simply keeping track of the location and condition of railroad rolling stock, freight in transit, and cargo in storage.

The Nation's ports, shipbuilding industry, and internal waterways are in desperate need of refurbishing and improvement.

The emerging free nations of Eastern Europe have recognized that to recover from forty years of the looting of their economies, they must first up-grade rail and other transport, and integrate their infrastructure with the West.

The United States must likewise reinvest in the basic transport, energy, and water infrastructure which allows the real economy to grow.

Mr. **Lehman**. Thank you very much. The National Democratic Policy Committee—is that associated with the Democratic Party?

Mr. **Jones**. It's a PAC in the Democratic Party. It represents—judging from election figures—it has about a 20 to 25 percent support in the Democratic Party. There are representatives to the National Democratic Policy Committee, who is the Chairman of the Harris County Democratic Party organization, Mr. Jones, and there are other reputable people who are running on this. It's associated earlier with the campaign of Lyndon LaRouche, who himself is running as the Congressional candidate in the 10th Congressional District, as you probably know.

Mr. **Lehman**. Mr. Coughlin.

Mr. **Coughlin**. Thank you. We appreciate your testimony and your patience in being the last one here.

Mr. **Jones**. Thank you. Have a good lunch.

[Recess.]

Mr. **Lehman**. The Subcommittee will come to order. As the first witness this afternoon, it's a privilege for me to introduce County Commissioner Charles Dusseau and the Head of Metro-Dade Transit, Ed Colby. You may proceed. You have all the time you want, because I'm the Chairman.

THURSDAY, APRIL 26, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, METROPOLITAN DADE COUNTY, FLORIDA (METRO-DADE)

WITNESSES

CHARLES DUSSEAU, COUNTY COMMISSIONER, DADE COUNTY, FLORIDA
ED COLBY, DIRECTOR, METRO-DADE TRANSIT

Mr. **Dusseau**. Thank you, Mr. Chairman and Members of the Committee. My name is Charles Dusseau. I am a Dade County Commissioner and I am also the Chairman of the Dade County Transportation Committee and also the current Chairman of the Tri-County Rail Authority. I have with me Mr. Ed Colby, who is our Director of Metro-Dade Transit Agency. We certainly appreciate this opportunity to talk about our budgetary concerns and future plans for mass transit in Dade County.

I think there's really three issues in terms of why are we here. It's really well explained in the testimony that we will hand in, but I wanted to make some comments about them. There's really three things. One is the continued operating assistance at the Federal level. Perhaps for the first time, we're asking for some assistance in terms of using the rail modernization funds for assistance beyond the ones where it's currently used, and the third one is obviously the continued earmark for the completion of our people move downtown.

I guess I'd like to begin by mentioning the very laudable effort of our new Secretary of Transportation, Mr. Skinner, and quoting just briefly from the prologue of that report. Our President, Mr. Bush, says that, "Our competitive success in the global economy depends on getting our transportation system geared to meet the needs of the twenty-first century." We are most aware of that in Dade County.

Secretary Skinner himself continues by saying, "No industry in the nation is more important to economic growth and international competitiveness than transportation."

I think what the transit industry has felt about the plan itself is that it's been sort of long on advice and short on assistance and short on implementation. I think it was well characterized by Governor Thompson of Illinois who said it's in essence saying, "Read my lips, raise your taxes".

And that's sort of the position we find ourselves in in Dade County and in local government in general. I think if anything, though, now is the time when we should not be shrinking from this challenge, we should be rising to it. Unfortunately, it is local governments being asked to pay for Federal policy.

I believe that local government would be more willing to listen to that message if we were to look at some numbers and see that the local share had been declining. But if we look at infrastructure spending overall in terms of Federal Government, state and local government, we find that the percentage of Federal Government spending or the percentage share of local infrastructure, obviously infrastructure in general, from 1960 to 1987 has gone from 31 percent to 23 percent; the state government has dropped from 29 to 24; while the local share has risen from 40 percent up to 53 percent. Local government is paying a bigger share than it ever has in the past.

And I believe that the average voter out there would find that to be acceptable, in other words, a decrease in Federal spending, if they didn't see things like the Federal bailout of the savings and loan industry and similar sorts of circumstances. I think the people feel that the banker on the corner is being bailed out while the transit rider is being left standing alongside the road.

We don't mind taking on the responsibility in local government if we have the authority to do so. Unfortunately, we don't have the kind of ability to raise funds as is available to state or the Federal Government. There is an editorial in today's Herald and it's titled "The Transportation Fix" and it says that the Governor should sign the transportation bill. I think Governor Martinez is hearing the message from Washington and his message also seems to be no new taxes. He has vetoed in essence this same bill twice, and we don't expect in an election year that he would do any differently. So once again, it's falling on local government.

I think that's especially unfortunate in Dade County at a time when we have a real success story to tell. Locally, we've had increases in utilization and ridership on the rail by about 17 percent from a year ago; on the bus about 11 percent from a year go; the people mover is up 5 percent; and special transit is up 24 percent. And how are we doing this? How are we getting this increased utilization? We're doing it by doing more, not by doing less or cutting out service.

We provided consistent expanded hours for the rail itself, keeping it open every night until midnight so people didn't have to guess whether or not they could use it. We've increased security on the rail line. We have a new security company that's providing a higher level of security and people feel safer on it and are using it more. We've done it through cooperative efforts with the private sector. The Miami Arena and events at Bayside have served to get people on the system once and from there, they've used it again and again.

We've used it through the interrelationship with Tri-Rail. The most busy station on the Tri-Rail, the 67-mile Tri-Rail, is the link with Metro Rail, where nearly 1,000 people are using it every day. And we're using it by building confidence in the system in general. Part of building that confidence is sitting next to me, Mr. Colby, who has brought a new measure of responsibility and confidence to our system that probably didn't exist in the past.

At a time when we've just finished celebrating Earth Day and at a time when we see articles in the Wall Street Journal about the increased awareness and concern of the general population in terms of pollution and at a time when we seem to continue to subsidize the largest polluter, the automobile, it seems inappropriate for the Administration to be cutting back or threatening to cut back on operating assistance.

It is especially inappropriate when we see that probably the reason why many private sector private sector transit companies went out of business in the sixties was because of the Federal tax subsidy for the use of the automobile. Now is the time, perhaps, to reverse that.

In Dade County, the Federal support of the past is paying dividends, but there continue to be needs. In terms of an update, I think it's important to point out that we are moving rapidly forward with the people mover, we are on time and on budget, that the extensions are about 60 percent complete in terms of design and right of way acquisition, and that we'll probably be breaking ground at the beginning of next year.

There are, as I pointed out earlier, in addition to the people mover where we currently stand, we certainly hope that although the Administration has suggested that we fully fund the remaining $23 million this year, we would be obviously very happy if instead it were to be done over the originally scheduled two-year period. Either way, whatever this committee feels most appropriate, we're obviously very content with.

Many systems, including our Metro Rail, are aging, and we would also ask this committee to look into the possibility of the expansion of the use of modernization rail funding. Other systems like our own probably could very much use this type of funding in the future.

To just sort of recap some important points that are pointed out in my written testimony, and that is first of all, probably one-third, according to our numbers, of all the households in Dade County have at least one regular transit user in them. We are breaking into a market that hasn't existed before. We are building ridership and market share because of the efforts that we're making. But we cannot do it alone. We need to maintain a strong, equal partnership at a level that has always been supportive of the efforts of transportation in this country overall and that's the Federal Government.

We're willing to make our commitment. We have on the ballot this fall a penny sales tax that will be devoted to transit and the community is organizing to see that pass. There's a commitment to transit as well as other services in our county, and I think that we will be successful with that.

We really, though, will be left in the hole if the Federal Government decides to cut back in operating assistance. We can't continue to take up the slack that is accruing because of a decreasing commitment on the part of the Federal Government.

I think we would like to see the Administration change its policy in terms of the use of the trust funds, which are currently being used to help balance the budget and sort of put trust back into the trust fund, and let them be utilized as they've always been originally intended, and that's for use for transit.

I want to thank you for your understanding and the assistance of this committee and the Chairman that we've had in Dade County. I certainly appreciate this opportunity and I thank you on behalf of Dade County. And I'd like to ask Ed Colby to just briefly go into what our longer term plan will be, what we will be doing once we pass our penny sales tax and what kind of partnership we will be looking to with the Federal Government.

[The prepared statement of Mr. Dusseau follows:]

TESTIMONY BEFORE THE SUBCOMMITTEE OF TRANSPORTATION AND RELATED AGENCIES, HOUSE COMMITTEE ON APPROPRIATIONS

COUNTY COMMISSIONER CHARLES DUSSEAU
METRO-DADE COUNTY, FLORIDA
APRIL 26, 1990

Mr. Chairman, Honorable Members of the Subcommittee:

My name is Charles Dusseau, Commissioner of Metropolitan Dade County and Chairman of the County's Transportation Committee. I also serve as Chairman of the Tri-County Commuter Rail Authority. Accompanying me today is Ed Colby, Director of the Metro-Dade Transit Agency. We thank you for this opportunity to share with you details of the budgetary concerns of Metro-Dade County as well as future mass transit plans and programs.

The Administration's budget proposal negatively impacts public transit in Dade County. We are extremely concerned with the proposed elimination of all operating assistance to transit properties in areas of more than one million people. Elimination of operating support would reduce our funding by some $8.5 million annually. The remaining Federal appropriations earmarked for the Metromover extensions is also of great importance to us, as is the need for consideration of increased Federal funding, rather than its elimination. An additional concern is the use of Trust Funds to balance the Budget.

Metro-Dade Transit's ridership continues to grow. March 1990 rail ridership increased to nearly 50,000 per day. In comparison, in the last Section 15 Annual Report, the nation's eight single-line rail systems had an average weekday ridership of 23,700. During the same period, Dade's 21.1 mile single-line Metrorail system reported an average weekday ridership of 42,700. Only Baltimore reported higher ridership than Dade.

Ridership is up on all transit modes in Dade County. Rail ridership increased 17% in 1989 from FY 1988. During the same period, Dade's People Mover boardings were up 5%, special transit services for the handicapped were up 24%, and Bus ridership increased 11%.

It has required years to build public confidence in Dade's transit system. As we continue to expand our market share by improving the quality and effectiveness of our services, the public is responding with increased patronage. But public confidence in transit cannot be built in a day, a week, or even a year. It must be earned, and then maintained over time.

If Federal investment in our transportation program continues, it will pay off in dividends of increased transit use, cleaner air, and reduced infrastructure costs for highways. However, if government funding is cut still further, the progress we have gained in recent years building market share and constituency will be reduced. We cannot afford to be inconsistent in our support for public transit. Even minor reductions in Federal funding, which translate into service reductions or fare increases, would subject many transit systems to a cyclical decline in ridership -- a huge step backward.

In past years, the Federal government actively supported local transit programs. Supporting transit is consistent with Federal policies of maintaining urban mobility and reducing strain on the environment. The largest cause of air pollution is the automobile. Transit is the most direct way to reduce our dependency on the automobile. So what has happened?

In recent years, the Administration continues to propose to transfer the burden of fulfilling the public's transportation needs to state and local governments. When Transportation Secretary Skinner announced his goal of developing a National Transportation Policy and requested input from communities across the nation, supporters of transit were encouraged.

However, when President Bush recently unveiled the National Transportation Policy, solutions to our transportation problems were not evident. The policy identified transportation problems then suggested passing the problems along to state and local governments. A policy that does not guide us toward a long-term solution is not a policy, but a budget strategy.

What local government has any excess revenue in the '90s to meet the growing demand for transportation or other vital services? And now the Federal government is looking to the private sector to come forward and fill the tremendous gap in services. This is not the solution.

It is apparent that the present administration will continue its efforts to pass the buck to local governments. The Federal government has proposed and partially achieved a program of transit funding cuts each year during the past nine years, and this budgetary position continues. Higher levels of government are telling lower levels of governments to raise taxes to support the policies of the higher levels.

And now we are being asked to take one more giant step backward. The Administration's proposed budget would cut Federal Section 9 funding nearly 25% (which includes all operating assistance for systems serving over one million people). Dade County would lose approximately $8.5 million in operating subsidies this fiscal year. This would represent a 5.4% reduction in our operating budget. Over three million miles of bus service, or eight million passenger trips annually, would be lost.

Just when progress is being realized at the local level, the Federal government pulls the plug--and this is happening at a time when transit is vital to managing Dade's growing traffic congestion and pollution problems. We require increased operating subsidies to further the growth momentum that we have achieved to date.

Of the 50 states, Florida's population growth rate ranks third. Every day millions of people travel South Florida roadways in automobiles. Some four million people reside in Dade, Broward and Palm Beach counties. The three South Florida counties have a population greater than 30 states. Dade County alone has a population greater than 17 states -- and it is increasing each day.

More than 600 people move to Dade County every week. There is no longer a time during the day when traffic congestion is not a problem. More than 35% of our principal and minor arterial highways are critically congested. Since 1960, car registrations in Dade County have more than doubled, growing four times faster than the population.

Our traffic gridlock approaches a crisis situation, but we're not sitting on our hands here in Dade County. Instead, we're taking the necessary steps to build and maintain our transit program.

Our draft twenty-year transportation plan identifies over 58 miles of fixed guideway corridors that we believe would qualify under the Federal government's own cost effectiveness index.

A far-sighted and practical transit improvement program will be presented to the voters of Dade County on November 6th in a one-cent sales tax election which could provide a stable source of funding for public transportation. If the penny sales tax is approved, bus service would be expanded by 20 percent in the first three years, with a gradual expansion through the remainder of the period. The fixed guideway system would also be extended over the next 30 years.

We understand the limits of the Administration budget and the constraints inherent in its application. But we must have the Federal government as our transit partner. Not necessarily at 75 to 80 percent of construction cost, but a strong equal partner providing an equal match to state and local funding. Dade County needs $50 million in Federal transit funding every year. This is $30 million less per year than we have received over the last decade. Florida currently contributes about $70 million each year into the Transit Trust Fund. Possibly more could be contributed if the Federal Government were willing to resume its role as a partner in developing public transportation projects.

Construction has begun on extensions to Metromover, our downtown people mover system. This modern 1.9-mile automated guideway system has become an indispensable means of transportation for workers, shoppers and visitors in downtown Miami, bringing new accessibility to the city's central core.

The new mover "legs" will more than double system length--to four miles--and extend mover service to the fast-growing Omni and Brickell areas. The final design for both mover legs is now heading into the "60% completion" phase, and we are on schedule for a 1994 opening.

The President has recommended that, in fiscal year 1991, Dade County receive all remaining appropriations earmarked for the Metromover extensions. The two-year allocation of the remaining $23 million in Federal funds, as stipulated in the original proposal, is acceptable and consistent with the matching funding schedule agreed upon by the State of Florida.

Let me recap these important points:

> More and more people in Dade County are using transit. In fact, a third of Dade County households have at least one transit rider. Increased transit use is vital to Dade resolving its complex traffic and pollution problems.
>
> Building transit market share is a gradual process requiring stable investments in Federal, state and local funding. Inconsistencies in funding support reap havoc on transit programs, causing ridership declines which are virtually impossible to recapture.
>
> Dade County is ready to address its long-range transportation needs with a twenty-year plan. But the cost-feasible portion indicates that with current resources, we can build 84% of our highway needs and 0% of our transit needs. Elimination of all operating subsidies to transit would be catastrophic.

We're ready to commit our fair share. In November, 1990, a one-cent transit sales tax, which would provide dedicated funding for existing and future transit projects, will be presented to the voters of Dade County.

We require the present level of operating assistance to continue our upward progress in achieving our goal of satisfying the transportation needs of the public.

The remaining federal funding appropriations for the Metromover extensions must be earmarked for availability in 1991 and 1992.

The Administration should no longer use Trust Funds to balance the Budget. Put Trust back into the Trust Funds and let the funds be utilized as originally intended.

We want to express our grateful appreciation for the understanding and assistance that you have extended to us in the past. We hope that you will continue to do so in the future.

Thank you on behalf of Metro-Dade County.

Mr. **Lehman**. Mr. Colby? Thank you for your statement, Commissioner.

Mr. **Dusseau**. Thank you, Mr. Chairman.

Mr. **Colby**. Thank you, Mr. Chairman, Members of the committee.

We're looking at a thirty-year program that would complete the transit system in Dade County. We're looking at a budgetary problem like every other local government, Federal Government, state government is this year. I have a decision tree on my wall that has some 24 branches with the uncertainty that our budget would run next year from $172 to $142 million. That's kind of a long hole in some places.

As Commissioner Dusseau said, we have a 1 cent sales tax on the ballot this November. The thing that's happening Dade County, I think that gets us to the heart of things, is transit is becoming socially acceptable. Ridership is at an all time high; it increased, as Commissioner Dusseau said, some 17 percent last year but it's continuing to increase and approached 50,000 last month.

And what do we do if we pass the 1 cent sales tax? We have an unfilled promise in Dade County——

Mr. **Lehman**. Don't say "if"—"when".

Mr. **Colby**. In November when the sales tax passes, we have a promise that we made many years ago to increase the bus service and we have not had the resources to do that. We propose that we'll increase the bus service by at least 20 percent during the first three years of the sales tax. That's very important. We'll do that with or without Federal aid or with or without state aid. We'll do that on our own.

Then comes the fixed guideway system, of which we have twenty and a half miles of Metro Rail plus the loop of the people mover and extensions which are underway. We proposed to expand that to 70 miles, but we can't do that alone. So we've told the people that if we have to go it alone, we'll expand that system over 30 years by only 14 miles. But if we can achieve a partnership, and not a 75 or 80 percent partnership with the Federal Government, more of a 50 percent partnership, we'll expand that system to some 70 miles.

Now, we have done the preliminary numbers on those corridors, and I thought a corridor would jump out that would meet all the UMTA cost effective indexes, and that was very easy. But we're a victim of congestion. All six corridors are within the cost effectiveness numbers. Not one of them pops up, they're all within the $10 range, and we find that very good because as you know, Mr. Chairman, you've driven in Dade County—I went to the airport this morning from my address, and at 6:30 the congestion was very severe. And that congestion is contributing to the transit and as ridership continues to grow, those corridors will meet the Federal cost effectiveness indexes and should be constructed.

We're not going to over promise this time, we're going to under promise ridership and over promise costs so we come in under budget and on time. The people mover extensions are going well. As Commissioner Dusseau said, we're actually slightly under budget and on time.

Thank you very much.

Mr. LEHMAN. Well, you have given us a statement for the present; you've given us a statement for the future; and I just hope that we can continue to work together to make the present system viable under a lot of financial problems. We can plan on making Dade County really an inspiration for cities of its size to go forward with a world-class urban mass transit system.

I think we have a remarkable system in Dade County. It's above ground, it's attractive and it's amazing that people do love to ride it, and you've done a good job of operating it. You're up to around 50,000 people now?

Mr. COLBY. That's correct.

Mr. LEHMAN. And it keeps growing. I'm so anxious to have that 1 cent sales tax, not necessarily for the future, but so that you'll be able to maintain and operate the system. This will give you an efficient and financially secure operating capability and enable you to not have to compete for the kinds of general funds you've had to compete with both in the health care areas as well as housing, homeless, public safety and the like. So we'll have to work together to be sure we get the 1 cent sales tax, because I think it's the key to the situation at the present time in Dade County.

Keep up the good work and I appreciate your modest proposal for this year. We'll see what we can do to help you.

Mr. DUSSEAU. Thank you, Mr. Chairman.

Mr. COLBY. Thank you.

Mr. LEHMAN. Mr. Coughlin.

Mr. COUGHLIN. Thank you, Mr. Chairman. Dade County is indeed fortunate to have a gentleman named Chairman Lehman representing them and he has done wonderful work for both Dade County and the rest of the nation as well, I want you to know. The nation should be very proud of him.

On your rail operation, what percentage of the cost of operating that do you recover from the fare box?

Mr. COLBY. Last year, we recovered 25 percent. We're at about 28 percent already this year. It's growing as the passengers are increasing.

Mr. COUGHLIN. How about your people mover? What percent do you recover?

Mr. COLBY. The people mover is slightly less, and the bus system is 40 percent.

Mr. COUGHLIN. People mover is somewhat under?

Mr. COLBY. Yes. Because it's an incomplete system until all those legs get on it. It goes from only one spot downtown to another until the two legs get on.

Mr. COUGHLIN. Thank you very much. And thank you for your testimony and for being here.

Mr. DUSSEAU. Thank you.

Mr. COLBY. Thank you.

Mr. LEHMAN. Thank you. Senator Garn—is the Senator here now? Congressman Hansen? Do you want to wait for the Senator?

Mr. HANSEN. Mr. Chairman, the two senators won't be here and asked that I submit their statements for the record, if that's all right.

Mr. LEHMAN. All right. You're more important anyhow.

Mr. **Hansen**. Thank you.

[Vote bell.]

Mr. **Lehman**. Would you rather vote and come back? Are you a ten-minute man?

Mr. **Hansen**. I'll be very, very brief, if that's all right.

Mr. **Lehman**. Fine. If you can do it in like six or seven minutes, okay.

Mr. **Hansen**. Okay. That's so we can all make it over to vote.

Mr. **Lehman**. All right.

Mr. **Hansen**. That's fine.

Mr. **Lehman**. It's apparently a quorum call.

THURSDAY, APRIL 26, 1990.

FEDERAL HIGHWAY ADMINISTRATION

WITNESSES

HON. JAMES V. HANSEN, U.S. REPRESENTATIVE FROM THE STATE OF UTAH OF UTAH

GENE FINDLAY, DIRECTOR, UTAH DEPARTMENT OF TRANSPORTATION

Mr. **Hansen**. Mr. Chairman, thanks so much for allowing us to come and speak to you for a moment. We're talking about an area that's on this map in Utah. Everyone knows where Salt Lake City is and most people know where Ogden is. They're the two major metropolitan areas in Utah. Between those areas, there's a county known as Davis County, and it gets all the traffic in between.

As we try to finish up the interstate system, we feel we've got it put together, but we find that we've got a link that was never hooked together. That is, as you go north out of Salt Lake, and all the truckers from Los Angeles want to go that way, they can go up I–15 then to go up toward Chicago and over to Wyoming, but they really don't go that way, because there's no way from I–15 to hook to I–84. It just wasn't planned out that way.

So now they stop down in a little town down here called Farmington, down at the bottom, that happens to be my hometown, and they drive up a road of U.S. 89. And on U.S. 89, when I was a kid, was just a two-lane road and we could ride our bicycles up and not see another car for an hour. Now it's a four-lane road; we've got people going along there supposedly at 55, most of them are doing 70; and we find out that the majority of people along there resent that because of the tremendous amount of growth we've had. We've got churches and schools and residential areas all next to that area, Mr. Chairman, and we're looking for some relief somehow that we can hook that in, and we thought of making it part of the interstate.

Now, I have the Director of Public Roads here with me from the State of Utah, Mr. Findlay, who will go into further detail on this, but going up that road now, we have more fatalities than any other place in the state of Utah. Years ago when I was first out of college, I used to handle fatalities for a large insurance company, and very candidly, we have more along that area than we've ever had any other place.

So what we're asking the committee, if we respectfully may, is if they could help us out in coming on and finishing that out so we finish the interstate. As I pointed out, there's no way to get from one interstate, I-15, to I-84. There's no connection. So everyone goes this way.

All the mayors of the various little towns along there want to do it by way of a limited access. We feel we could do it cheap, we think it could be done, and we would finish out on the road.

I know, Mr. Chairman, that we've all got a vote and you're in a hurry to get out and I can well understand that, but I just wanted to give that overview prior to turning it over to the Director of Transportation. Now, whatever you say.

[The prepared statement of Mr. Hansen follows:]

TESTIMONY OF REP. JAMES V. HANSEN
BEFORE THE TRANSPORTATION SUBCOMITTEE
OF THE APPROPRIATIONS COMMITTEE
APRIL 26, 1990

Mr. Chairman, in addition to my oral presentation before the committee, I appreciate the opportunity I have to submit this written statement for the committee record.

On behalf of the constituents of the First District of Utah I am asking along with leaders from the State of Utah for $85,000,000 for the completion of upgrading U.S. 89 to a limited access expressway design.

The reasons that we have come before the committee to seek funding is that U.S. 89, between Burke Lane in Farmington, Utah, and Harrison Boulevard in Weber County, Utah, is that the highway is excessively dangerous, the volume of traffic is too large for the size of the highway, and the local and state governments simply can't afford to pay for the upgrade of U.S. 89.

U.S. 89 is located along the Wasatch Front in the north-central part of Utah. It functions as a transportation link between Salt Lake City, Ogden, Hill Air Force Base, and the surrounding area. It serves both local and commuter traffic. It is a designated route connecting Interstates 84 and 15 and is one of the only two north/south routes through Weber and north Davis Counties.

As a young boy growing up in the area, I remember riding my bicycle up this road. The area was little more than fruit orchards and rural farm land. Since that time, the area surrounding the road has developed into one of Utah's fastest growing population centers. Traffic has increased along the corridor approximately 135 percent since 1970. This traffic increase has resulted from both an increase in commuter traffic on U.S. 89 and increased local traffic traveling on and across the corridor.

Over twenty years ago, the emerging safety and congestion problems of U.S. 89 were recognized, and the State of Utah petitioned for federal money to develop the road into an interstate. The application was not approved because, at that time, the population and the traffic volumes on the road did not meet Federal Highway Administration standards.

Since the recognition of the problem in the 1960's, the population and traffic volumes have increased to make U.S. 89 one of the most dangerous roads in the state. Before being elected to Congress, I served as an independent insurance agent in the area, and U.S. 89 was always where I paid the most out to those injured on U.S. 89. I can't begin to enumerate on the number of deaths and serious accidents I had to attend to along this twelve mile stretch of road. As I speak to my constituents at home and in conversing with my neighbors, I don't know of anyone who has not had a personal friend or relative injured or killed because of U.S. 89.

To outline the situation, U.S. 89 divides the communities of Farmington, Fruit Heights, Kaysville, and Layton. The portions of these cities surrounding the highway are completely residential. Over 125 streets and private drives have access to the highway. Presently, we have cars turning left on and off of the road, and, with no controlled access, you can imagine the safety implications. While the number of accidents are not abnormal for this type of road, the heavy congestion and cross traffic have caused the number of fatalities to be more than four times the normal rate.

To add to the problem, the highway is a major connection route for trucks and automobile traffic between Interstate 84 and Interstate 15. There exists an alternate route to using Interstate 84, but the severe 6% grades that exist on I-80 through Parley's Canyon make using I-84 the logical route. Heavy truck use has been a major safety problem. Requiring a truck going 55 mph to stop for a car turning left onto the highway is an obvious threat to safety.

At the expense of over $100,000, a study was conducted to find a solution to the problem. The Wasatch Front Regional Council and the Utah Department of Transportation initiated the U.S. 89 Corridor Study in response to the operational and safety issues of the Corridor. The study included a comprehensive analysis of the existing and future travel demands along U.S. 89 and concluded that the best solution is a limited access expressway design.

Throughout the course of the study, local and state opinion has been sought. I am happy to say that at every level we have received support for the limited access expressway design. All local leaders responsible for cities along the corridor have signed a petition of support. In addition, Governor Norman Bangerter, Senator Orrin Hatch, and Senator Jake Garn have expressed their strong support for the highway.

According to other additional studies that have been conducted, the cost for the federal government to solve the problem by establishing an interstate would cost upwards of $110,000,000. The estimated cost for the limited access expressway design is $85,000,000. Presently, the State of Utah simply lacks the ability to fund the highway. The Utah State Department of Transportation estimates that given its present level of funding, it would take well over 15 years to finish the project. The safety and congestion problems continue to mount, and, if we do not move quickly, we will be faced with further loss of life.

Mr. Chairman, in conclusion I would like to reiterate my support for the effort of the State of Utah to obtain $85 million to upgrade U.S. 89 in Utah. The safety and congestion problems have become enormous and with a growing population the situation will only get worse. Thank you again for permitting this testimony.

Mr. **Lehman**. Let me just ask you one thing quickly. Are you asking for $85 million in 1991 budget or are you asking for the first payment or what are you asking for this year?

Mr. **Hansen**. We're hoping that we could turn to you and your committee and use your background to see if you could help us either in a demonstration project or——

Mr. **Lehman**. Let me just—but the $85 million is for the total cost?

Mr. **Hansen**. That would be the total cost.

Mr. **Lehman**. But how much are you asking the first year? Can your highway man tell us?

Mr. **Findlay**. We would need probably about $7 or $8 million this first year to complete the studies.

Mr. **Lehman**. And of course there's no authorization and you know how you have to——

Mr. **Hansen**. We realize that.

Mr. **Lehman**. You understand the process.

Mr. **Hansen**. Absolutely, Mr. Chairman. We're expediting it like so many others did. Like our friend Mr. Owens did on the I-15 corridor down below. And so we felt that was a good example and thought we'd follow it.

Mr. **Lehman**. All right. Mr. Findlay?

Mr. **Findlay**. May I stand for just a minute? Just to give you a perspective of what we're talking about, this is Wyoming and this comes in from Wyoming into Salt Lake and then out across the salt flats out toward Nevada. This is I-84 we're talking about which comes off the federal junction and comes on down and hooks into I-15, which is the yellow road and goes on up into the northwest. The area we're talking about is this little stretch of road here which is colored in red.

We have a significant amount of truck traffic that comes down this way. This canyon here is about half of a percent grade, whereas this canyon has grades of upwards of 6 and a half percent. And so in the winter time, particularly with heavy snows, the truckers will avoid this canyon and come down here.

Well, many of the trucks that come down this canyon are desirous of going out this way. But because of the difficulty of getting to this, they use this road which is a residential road. And if they were to continue on this road here to make the connection going on up to I-15—the bigger blow up of this area here now is contained on this map—and as they come down I-84, if they want to come south on I-15, they have to get off the interstate up there, get onto a very busy local road, go over and do a double loop to get back on I-15 going south.

Because of the extended truck traffic in this area, we have a very serious problem, as Congressman Hansen has pointed out, and one of our problems is the fact that we've got actually four communities along here, and the residential areas for these four communities—some of them are right along the east side of the road, many of them. Of course, the city centers are the west side of the road, so we have a little contention. Along this highway here, we've got a lot of contention with people trying to cross. And so there's a very great need for us to complete some type of a project.

[The prepared statement of Mr. Findlay follows:]

TESTIMONY OF GENE FINDLAY, EXECUTIVE DIRECTOR OF THE UTAH DEPARTMENT OF TRANSPORTATION TO THE HOUSE TRANSPORTATION SUBCOMMITTEE OF THE UNITED STATES CONGRESS ON BEHALF OF US-89

26 APRIL 1990

HONORABLE MEMBERS OF CONGRESS AND LADIES AND GENTLEMEN:

TODAY, I AM APPEARING BEFORE THIS COMMITTEE TO ASK FOR A SPECIAL APPROPRIATION OF $85 MILLION TO UPGRADE A FEDERAL HIGHWAY IN UTAH, WHICH IS BEYOND UTAH'S ABILITY TO FUND, BUT WHICH IS IN URGENT NEED OF ATTENTION. THE PROPOSED ROUTE IS A SECTION OF US-89 THAT ACTS AS A PRINCIPLE ARTERIAL, AND ONE OF ONLY TWO CONNECTIONS BETWEEN THE MAJOR METROPOLITAN AREAS OF SALT LAKE CITY AND OGDEN. (SEE ATTACHMENT 1) IT ALSO SERVES AS AN IMPORTANT CONNECTION FOR THE MILITARY INSTALLATION AT HILL AIR FORCE BASE (HAFB). IN FACT, THE LOCATION OF HAFB PREVENTED A MORE DIRECT CONNECTION OF I-15 AND I-80 WHEN THOSE INTERSTATE HIGHWAYS WERE BUILT. (SEE ATTACHMENT 1) THIS 12.6 MILES OF US-89 INTERSECTS WITH I-15 AT FARMINGTON, CONTINUES NORTH PAST HAFB, AND THEN INTERSECTS WITH I-84 IN THE MOUTH OF WEBER CANYON AND ON INTO SOUTH OGDEN WERE IT CONNECTS WITH THE TWO MOST IMPORTANT ARTERIALS LEADING SOUTH FROM OGDEN.

THE STATE OF UTAH RECOGNIZED THIS SECTION OF HIGHWAY AS A CRITICAL CONNECTING LINK BETWEEN THE METROPOLITAN CENTERS OF OGDEN AND SALT LAKE CITY, AND ASKED THAT IT BE INCLUDED AS A PART OF THE INTERSTATE SYSTEM IN 1968. THAT APPLICATION WAS NOT APPROVED BECAUSE AT THAT TIME, POPULATION AND TRAFFIC VOLUMES DID NOT FULLY MEET THE FEDERAL HIGHWAY ADMINISTRATION'S (FHWA) CRITERIA.

HOWEVER, SINCE THAT TIME, POPULATION GROWTH AND VEHICLE VOLUMES ALONG THE HIGHWAY HAVE DRAMATICALLY INCREASED. POPULATION HAS MORE THAN DOUBLED FROM 51,500 IN 1970 TO APPROXIMATELY 107,400 IN 1988, AND IS PROJECTED TO MORE THAN DOUBLE AGAIN BY THE YEAR 2010. IN THAT SAME PERIOD, THE AVERAGE DAILY TRAFFIC COUNT HAS INCREASED FROM 9,750 TO OVER 22,800 TODAY, AND THAT IS EXPECTED TO GROW TO MORE THAN 45,000 BY THE YEAR 2010. (ATTACHMENT 2)

TO FURTHER AGGRAVATE THE SITUATION, US-89 DIVIDES THE COMMUNITIES OF FARMINGTON, FRUIT HEIGHTS, KAYSVILLE, AND LAYTON. THE PARTS OF THESE CITIES LOCATED EAST OF US-89 ARE ENTIRELY RESIDENTIAL AND THOSE RESIDENTS MUST CROSS US-89 AT "AT GRADE" INTERSECTIONS. CURRENTLY 125 STREETS AND PRIVATE DRIVES NOW OPEN ONTO US-89, AND NO PEDESTRIAN CROSSINGS EXIST FOR CROSSING US-89, EXCEPT AT HARRISON BOULEVARD IN OGDEN. OUR ANALYSIS OF THE TRAFFIC ON US-89 SHOW THAT THE THROUGH LANES OPERATE WITH LITTLE OR NO CONFLICT. HOWEVER, TRAFFIC ENTERING THE MAINLINE FROM CROSS STREETS TYPICALLY EXPERIENCE EXCESSIVE DELAYS, EXPECIALLY DURING PEAK HOURS. LEFT TURNS FROM THE MAINLINE ONTO CROSS STREETS ALSO EXPERIENCE THIS TYPE OF DELAY AND INCREASE THE NUMBER OF ACCIDENTS. AS POPULATION AND TRAFFIC VOLUMES HAVE INCREASED, SO HAVE CONGESTION AND ACCIDENTS. WHILE THE NUMBER OF ACCIDENTS ARE NOT EXCESSIVE COMPARED TO WHAT WOULD NORMALLY BE EXPECTED FOR THIS TYPE OF HIGHWAY, THE HEAVY CONGESTION OF CROSS TRAFFIC HAS CAUSED THE NUMBER OF FATALITIES TO BE MORE THAN FOUR TIMES THE EXPECTED RATE.

CURRENTLY THE UNLIMITED ACCESS TO US-89 IS NOT ONLY HAZARDOUS, BUT REDUCES SIGNIFICANTLY THE QUALITY OF SERVICE ON US-89 AND ITS INTERSECTIONS. IMPLEMENTATION OF A LIMITED ACCESS EXPRESSWAY DESIGN, WHICH WE ARE PROPOSING, WOULD NECESSITATE THE CLOSURE OF ALL ACCESSES TO US-89 EXCEPT FOR 12 DESIGNATED POINTS. AT THESE LOCATIONS, INTERCHANGES OR GRADE SEPARATION CROSSINGS WOULD BE CONSTRUCTED TO ENSURE SAFETY AT THE APPROPRIATE LEVEL OF SERVICE. THESE INTERCHANGES AND RIGHT-IN/RIGHT-OUT LOCATIONS WOULD BE THE ONLY ACCESS POINTS TO US-89. ALL OTHER STREETS AND DRIVEWAYS WOULD BE CLOSED WITH ACCESS TO THE PROPERTIES BEING PROVIDED FROM A FRONTAGE ROAD SYSTEM. IN SUMMARY, SEVEN MAJOR INTERCHANGES WOULD NEED TO BE CONSTRUCTED AND FOUR GRADE SEPARATED CROSSINGS WOULD NEED TO BE PROVIDED. IN ADDITION, THERE WOULD NEED TO BE SEVERAL ACCELERATION/DECELERATION LANES AND TRUCK CLIMBING LANES ADDED.

IT HAS BEEN SUGGESTED BY THE LOCAL RESIDENTS THAT WE INSTALL TRAFFIC SIGNALS AT ALL OF THE MAJOR INTERSECTIONS AND REDUCE THE SPEED LIMITS TO ALLEVIATE THE NUMBER OF ACCIDENTS. THIS COULD BE DONE, BUT BY SO DOING, WE WOULD GREATLY INCREASE CONGESTION, IMPEDE THE ORDERLY FLOW OF VITAL TRAFFIC BETWEEN THE TWO METROPOLITAN CENTERS, AND YET NOT REALLY REDUCE ACCIDENTS. AS YOU ARE WELL AWARE, TRAFFIC STUDIES SHOW THAT ON THE AVERAGE, TRAFFIC SIGNALS DO NOT DECREASE, BUT RATHER INCREASE ACCIDENTS. IN ADDITION, WE BELIEVE THAT TO INSTALL TRAFFIC SIGNALS ALONG THIS AREA WOULD INVITE COMMERCIAL DEVELOPMENT WHICH WOULD FURTHER AGGRAVATE THE PROBLEM.

AS YOU LOOK AT THE MAP OF THE AREA, IT IS QUITE OBVIOUS THAT US-89 COULD VERY WELL SERVE AS PART OF THE INTERSTATE SYSTEM. IN FACT, FOR TRUCK TRAFFIC WHICH USES WEBER CANYON AND DESIRES TO TRAVEL SOUTH TO THE SALT LAKE AREA, US-89 ALREADY SERVES AS PART OF THE INTERSTATE SYSTEM. CONTINUATION WEST ALONG I-84 TO I-15 AND THEN SOUTH, REQUIRES SOME VERY DIFFICULT MOVEMENTS BECAUSE TRUCKS MUST EXIT AT RIVERDALE ROAD, PROCEED SOUTHWEST ALONG THAT VERY BUSY LOCAL HIGHWAY, AND THEN ENTER I-15 BY A LOOP RAMP JUST NORTH OF THE HAFB BOUNDARIES. OUR STUDIES SHOW THAT OVER 42% OF THE TRUCK TRAFFIC COMING WEST ON I-84 THROUGH WEBER CANYON TURN LEFT ONTO US-89 AND HEAD SOUTH TOWARDS THE COMMUNITIES BORDERING US-89 AND TO SALT LAKE CITY. ONLY 6% TRAVEL TO OGDEN. THESE SAME STUDIES SHOW THAT OVER 53% OF THE TRUCK TRAFFIC TRAVELLING NORTH ON US-89 ENTER I-84 AT THE MOUTH OF WEBER CANYON AND PROCEED EAST. (SEE ATTACHMENTS 3 AND 4)

ONE OF THE MAJOR REASONS FOR THE HEAVY USE OF I-84 AND US-89 BY TRUCKS IS THE SEVERE 6% GRADES WHICH EXIST ON I-80 THROUGH PARLEY'S CANYON. WHEREAS, I-84 WHICH CONTINUES FROM I-80 AT ECHO JUNCTION DOWN TO THE MOUTH OF WEBER CANYON HAS GRADES OF ONLY ABOUT ONE-HALF OF A PERCENT. EVEN THOUGH MOST TRUCKS USE I-80 BECAUSE OF SHORTER DISTANCES, MANY TRUCKERS PREFER TO USE I-84 BECAUSE OF ITS MILDER GRADES. DURING HEAVY SNOW STORMS IN THE WINTER TIME I-84 IS A MUCH BETTER ROAD TO TRAVEL THAN I-80. (SEE ATTACHMENT 5 AND 6)

ALSO, AS CAN BE SEEN BY ATTACHMENT 7, THE 10.9 MILE DISTANCE TRAVELED BY TRUCKS EXITING I-84 AT THE MOUTH OF WEBER CANYON AND TRAVELLING SOUTH ON US-89, IS LESS THAN HALF THE 21.9 MILE DISTANCE REQUIRED TO PROCEED WEST ON I-84 AND INTERSECT AT I-15 AT RIVERDALE ROAD.

BECAUSE OF THE HIGH FATALITY RATE AND CONGESTION THAT HAS OCCURRED ALONG US-89, THE WASATCH FRONT REGIONAL COUNCIL (WFRC) RECENLTY COMMISSIONED A STUDY BY THE CONSULTING FIRM OF PARSONS, BRINKERHOFF, QUADE AND DOUGLAS TO EVALUATE ALTERNATIVES FOR THAT SECTION OF HIGHWAY. THEY RECOMMENDED THAT IT BE TURNED INTO A MAJOR EXPRESSWAY WITH INTERCHANGES AND GRADE SEPARATED CROSSINGS AT ALL OF THE MAIN INTERSECTIONS TO MINIMIZE THE EXPOSURE OF LOCAL TRAFFIC TO ACCIDENTS, TO EXPEDITE THE FLOW OF TRAFFIC BETWEEN OGDEN AND SALT LAKE, AND TO ACCOMMODATE TRUCKS EXITING WEBER CANYON WHO TRAVEL SOUTHWARD TO JOIN WITH I-15. A SUMMARY OF THEIR RECOMMENDATIONS IS CONTAINED IN ATTACHMENT 8.

THE REASON WE ARE ASKING FOR FEDERAL FUNDING FOR THIS STRETCH OF HIGHWAY, IS BECAUSE OF THE BLEAK FUNDING PICTURE IN UTAH. WE WILL FINISH THE INTERSTATE SYSTEM THIS FALL, BUT IN OUR RUSH TO COMPLETE THIS IMPORTANT SYSTEM BEFORE THE CURRENT FEDERAL HIGHWAY PROGRAM EXPIRED, WE HAVE HAD TO DEFER THE UPGRADING OF MANY SECTIONS OF OUR HIGHWAY SYSTEM AND LEAVE THEM TO DETERIORATE. SOME SECTIONS OF THE FREEWAY WHICH ARE OVER 30 YEARS OLD, ARE NOW

SHOWING EXTREME SIGNS OF WEAR. IN FACT THIS YEAR, WE HAD TO CLOSE DOWN THE SECTION OF I-80, BETWEEN THE CENTRAL PART OF SALT LAKE CITY AND THE NEW I-215 BELTROUTE TO THE WEST, AND COMPLETELY REBUILD IT BECAUSE OF ITS ADVANCED DETERIORATION. THE COST OF THAT PROJECT IS OVER $11 MILLION. THIS SECTION IS BUT AN EXAMPLE OF THE OTHER SECTIONS OF MAJOR FEDERAL HIGHWAYS IN UTAH THAT NEED TO BE REBUILT OR EXPANDED IN THE NEAR FUTURE.

THIS COMES AT A TIME WHEN THE CURRENT FEDERAL HIGHWAY BILL IS COMING TO AN END, AND THE SHARE OF FEDERAL FUNDS THAT UTAH HAS TRADITIONALLY RECEIVED, HAS BEEN GREATLY REDUCED, PLACING A VERY GRIEVOUS BURDEN ON UTAH TAXPAYERS TO KEEP THE HIGHWAY NETWORK IN UTAH AT AN ACCEPTABLE STANDARD. UNTIL RECENTLY, UTAH RECEIVED TWICE AS MUCH IN FEDERAL DOLLARS THAN WAS COLLECTED LOCALLY. NOW THE RATIO IS COMPLETELY REVERSED. UTAH ONLY RECEIVES ABOUT $90 MILLION IN FEDERAL HIGHWAY FUNDS WHILE IT COLLECTS OVER $200 MILLION FROM THE STATE IMPOSED GASOLINE AND OTHER USER TAXES. UTAH NOW HAS ONE OF THE HIGHEST GASOLINE TAXES IN THE NATION AT 19 CENTS A GALLON. OUR ABILITY TO FURTHER INCREASE THIS TAX IS VERY LIMITED.

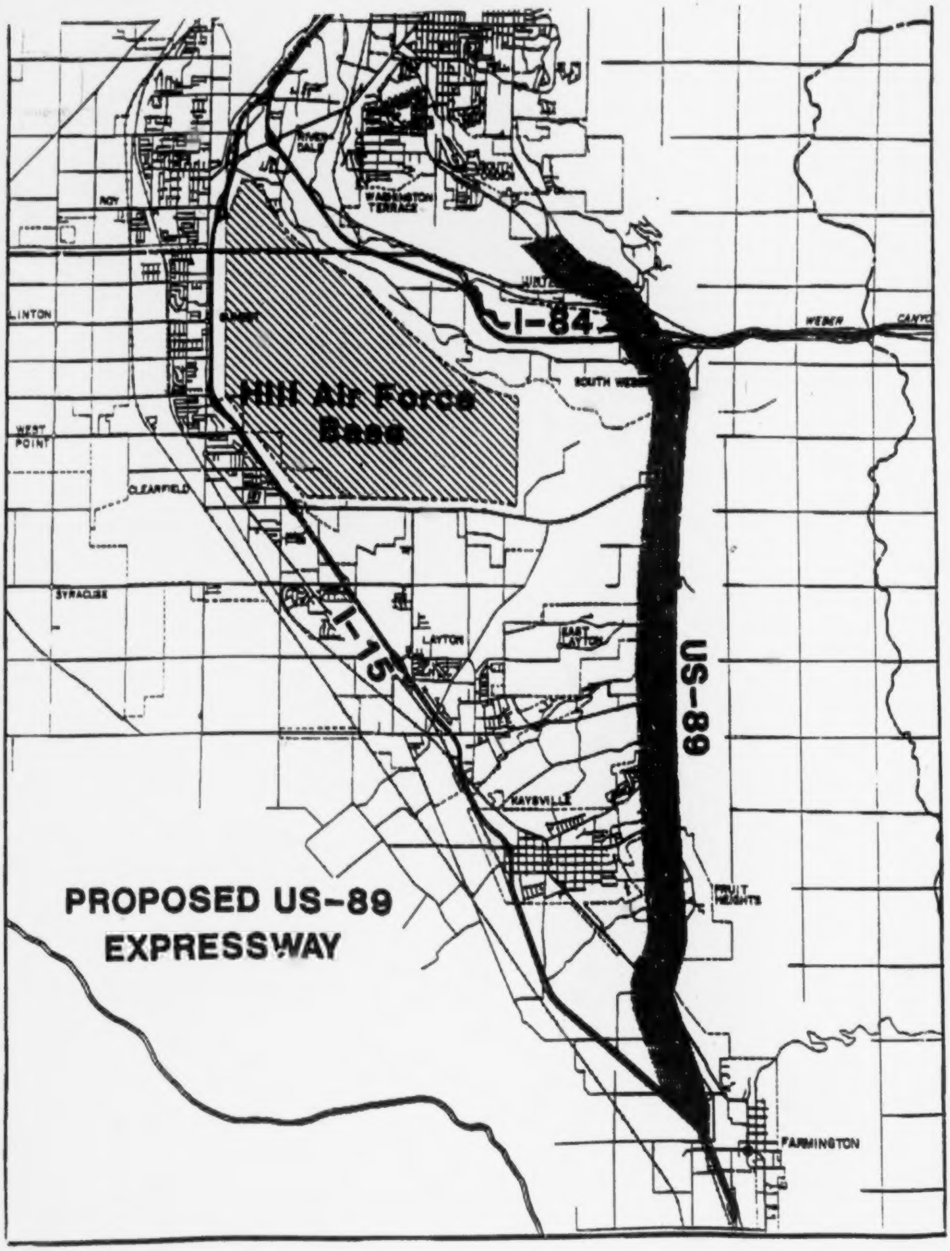
AS YOU ARE AWARE, UTAH HAS A LARGE LAND AREA WITH OVER 70% OF THE LAND BEING OWNED BY THE FEDERAL GOVERNMENT. THIS SEVERELY LIMITS UTAH'S POPULATION AND TAX BASE IN RELATION TO THE MILES OF HIGHWAYS UTAH MUST BUILD AND PRESERVE. THIS IS SIGNIFICANT BECAUSE OF UTAH'S STRATEGIC LOCATION. IT SERVES AS ONE OF THE MAJOR BRIDGE

STATES FOR THE EXTENSIVE INTERSTATE TRAFFIC. IN FACT, BY FAR THE GREATEST PERCENTAGE OF TRUCK TRAFFIC THAT USES UTAH HIGHWAYS IS BOUND FOR DESTINATIONS EAST, WEST, NORTH OR SOUTH OF UTAH. (SEE ATTACHMENT 9) IF ANY ONE OF THE SECTIONS OF INTERSTATE IN UTAH WERE DISRUPTED, IT WOULD HAVE A CRIPPLING AFFECT ON INTERSTATE COMMERCE BETWEEN THE WEST COAST AND THE OTHER PARTS OF THE COUNTRY TO THE EAST OF UTAH. THIS WAS PROVEN IN 1983 WHEN THE RISING LEVEL OF THE GREAT SALT LAKE INUNDATED PARTS OF I-80. THE UTAH DEPARTMENT OF TRANSPORTATION (UDOT) HAD TO SPEND OVER $30 MILLION IN RAISING I-80 TO PREVENT THE HIGHWAY FROM BEING COMPLETELY FLOODED OUT. THIS $30 MILLION HAD TO BE TAKEN OUT OF OUR NORMAL PROGRAM, NOT FROM FEDERAL EMERGENCY MANAGEMENT FUNDS EVEN THOUGH WE IN UTAH FELT IT VERY MUCH QUALIFIED AS AN EMERGENCY. THAT BURDEN HAS ADDED TO THE ALREADY HEAVY BURDEN THAT UTAH TAXPAYERS HAVE HAD TO SHOULDER IN MAINTAINING THE FEDERAL HIGHWAYS THROUGHOUT OUR STATE.

ALL OF THE FUNDS AVAILABLE TO UTAH FOR THE NEXT FIVE YEARS HAVE BEEN PROGRAMMED ON OTHER BADLY NEEDED REPAIRS OF OUR PRIMARY HIGHWAY SYSTEM AND, UNFORTUNATELY, ARE NOT AVAILABLE FOR THE US-89 PROJECT. IN ADDITION, THERE ARE UNPROGRAMMED PROJECTS THAT NEED TO BE DONE IN THE NEAR FUTURE, ANDD AS CAN BE SEEN, THE AMOUNT EXCEEDS $1.6 BILLION (ATTACHMENT 10). THE SECOND PROJECT LISTED ON THE ATTACHMENT, WHICH IS THE WIDENING OF I-15 BY FOUR LANES THROUGH SALT LAKE CITY WILL COST MORE THAN $500 MILLION. CONSTRUCTION OF THIS PROJECT OVER THE NEXT 5-7 YEARS IS URGENTLY NEEDED, AND UTAH

WILL HAVE TO COMMIT ONE-HALF OF THEIR CURRENTLY ALLOCATED FEDERAL FUNDS, DOUBLE THE VEHICLE REGISTRATION FEES, AND RAISE THE GAS TAX BY MORE THAN 7 CENTS A GALLON TO ACCOMPLISH IT. ADDITIONAL FUNDING WILL BE NECESSARY FOR OTHER PROJECTS ON THE LIST.

AGAIN, THIS TYPE OF A TAX INCREASE ON UTAH RESIDENTS WILL BE EXTREMELY BURDENSOME AND, IN FACT, THERE IS QUESTION AS TO WHETHER THE RESIDENTS CAN SUPPORT SUCH A LARGE INCREASE OF FUNDING WITHOUT MORE FEDERAL ASSISTANCE. ONE FACT IS CLEAR HOWEVER, US-89 IS IN DIRE NEED OF IMMEDIATE IMPROVEMENTS. IT SERVES AS A MAJOR LINK BETWEEN TWO VERY IMPORTANT INTERSTATE HIGHWAYS AND SUPPORTS VITAL INTERSTATE COMMERCE. IT SHOULD HAVE BEEN FUNDED AS PART OF THE INTERSTATE SYSTEM AND COMPLETED AS PART OF THAT SYSTEM UNDER THE CURRENT HIGHWAY BILL. UNFORTUNATELY, IT WAS NOT. BUT NOW IS THE TIME TO CORRECT THE SITUATION, AND I TRUST THAT CONGRESS WILL RECOGNIZE THE STRATEGIC IMPORTANCE OF THIS STRETCH OF HIGHWAY AND PROVIDE THE NECESSARY FUNDS. I THANK YOU VERY MUCH FOR YOUR TIME AND ATTENTION.



PROPOSED US-89 EXPRESSWAY

WASHINGTON TERRACE
ROY
LINTON
I-84
WEBER
CANYO
SOUTH WEBER
Hill Air Force Base
WEST POINT
CLEARFIELD
SYRACUSE
I-15
LAYTON
EAST LAYTON
US-89
KAYSVILLE
FRUIT HEIGHTS
FARMINGTON

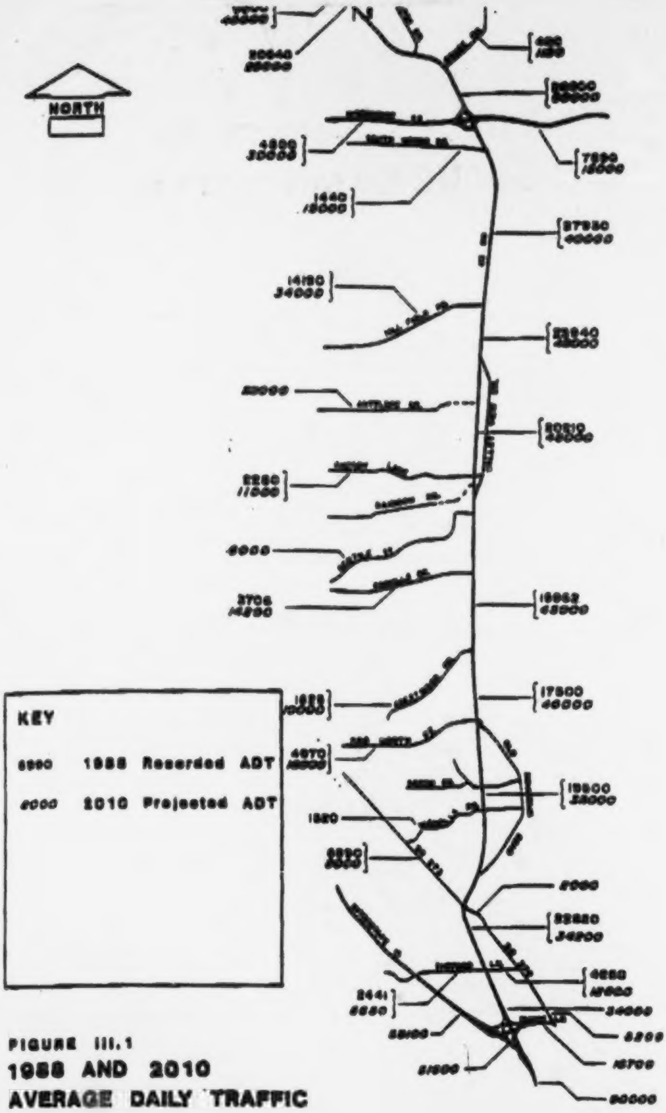
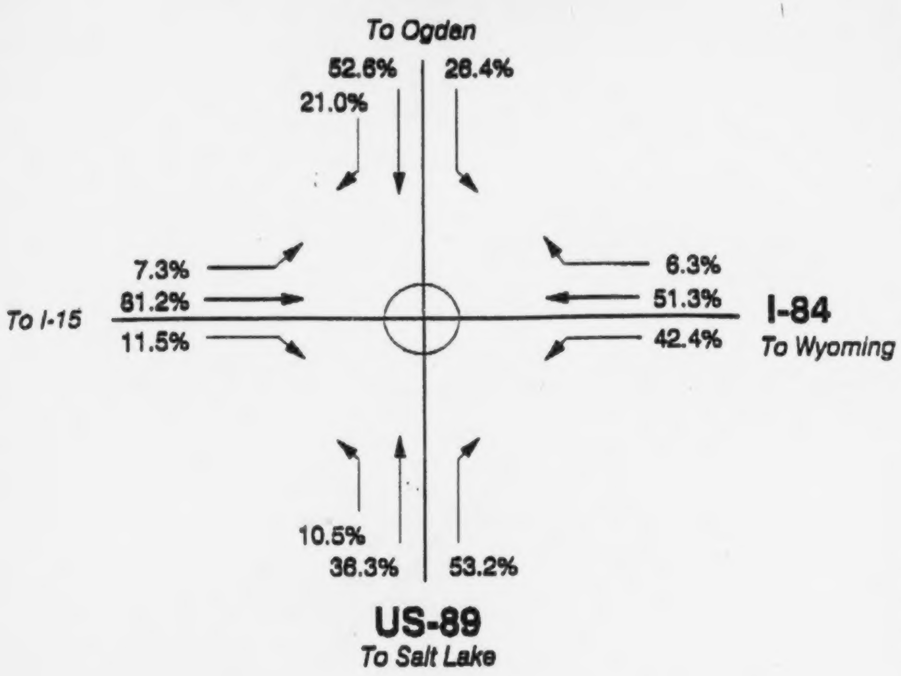
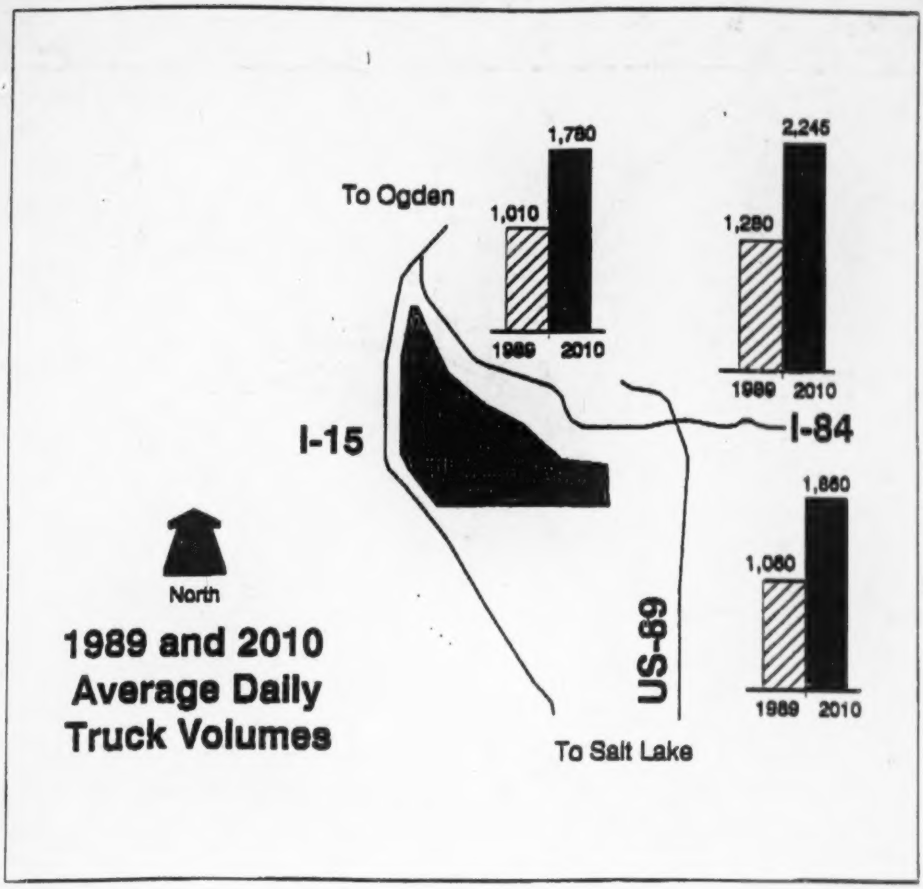
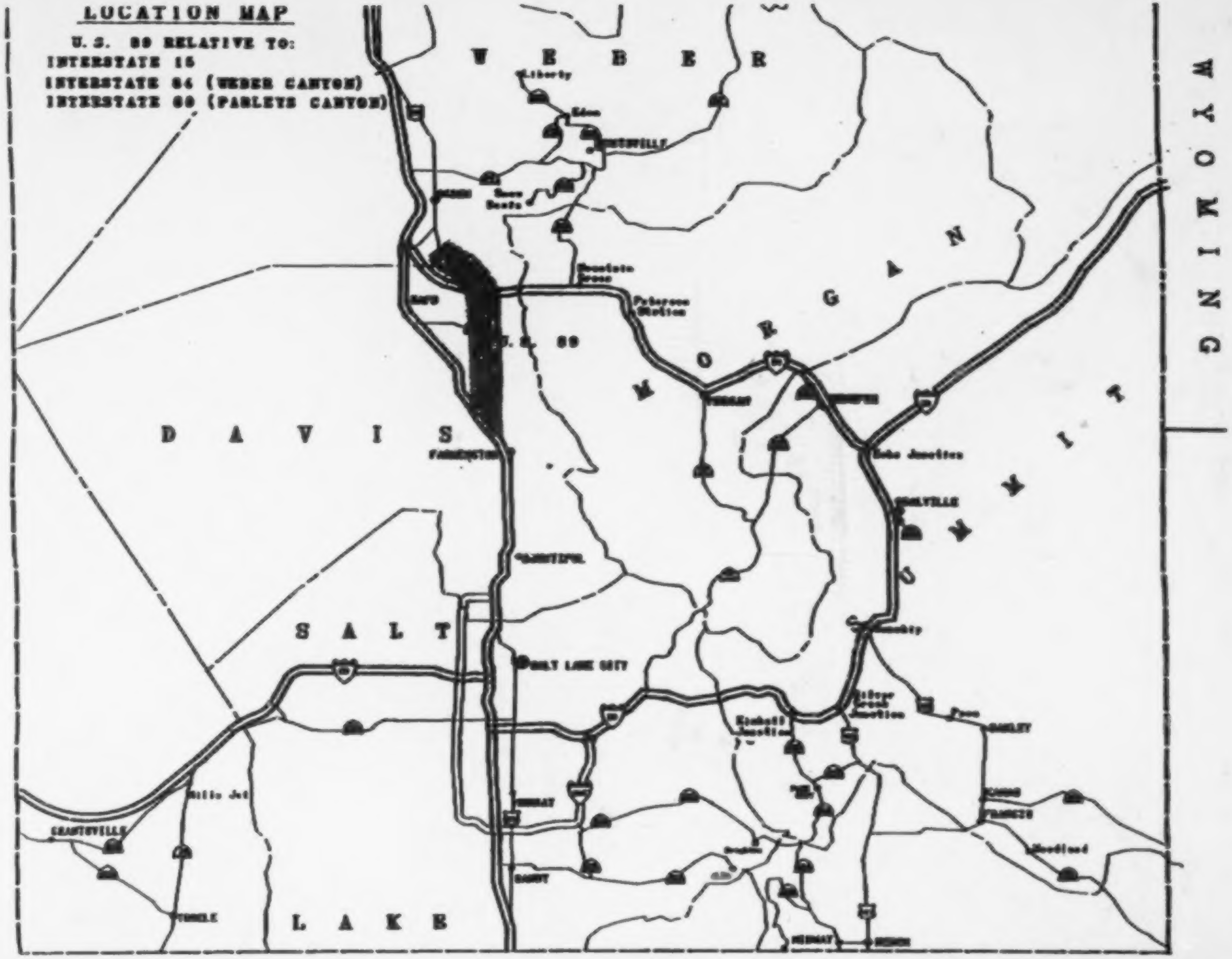

NORTH
N
480
120
26600
30000
20640
55000
4890
30000
7890
15000
1440
15000
27950
40000
14180
34000
23940
48000
30000
20510
42000
2260
11000
6000
3706
14290
16962
45000
1626
10000
17500
46000
4970
15000
15500
38000
1920
2000
22820
34200
4660
16000
2441
6680
34000
55100
8200
16700
51000
90000
KEY
6990 1988 Recorded ADT
6000 2010 Projected ADT

FIGURE III.1
1988 AND 2010
AVERAGE DAILY TRAFFIC

Truck Movements at I-84 / US-89 Interchange


To Ogden
52.6%
26.4%
21.0%
7.3%
81.2%
To I-15
11.5%
6.3%
51.3%
I-84
42.4%
To Wyoming
10.5%
36.3%
53.2%
US-89
To Salt Lake


To Ogden
1,010
1,780
1989
2010
1,280
2,245
1989
2010
I-15
I-84
1,860
1,060
1989
2010
North
US-89
To Salt Lake
1989 and 2010
Average Daily
Truck Volumes

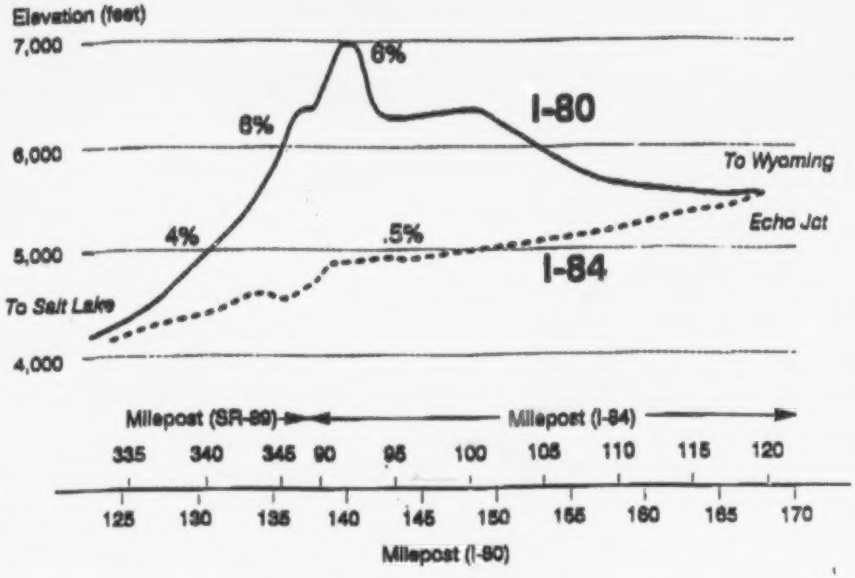


LOCATION MAP

U.S. 89 RELATIVE TO:
INTERSTATE 15
INTERSTATE 84 (WEBER CANYON)
INTERSTATE 80 (PARLEYS CANYON)

W Y O M I N G
W E B E R
M O R G A N
S U M M I T
D A V I S
S A L T
L A K E
U.S. 89
Liberty
Eden
HUNTSVILLE
Snow Basin
Peterson Station
MORGAN
Echo Junction
COALVILLE
Silver Creek Junction
Kimball Junction
Peoa
OAKLEY
KAMAS
FRANCIS
Woodland
HEBER
MIDWAY
FARMINGTON
BOUNTIFUL
SALT LAKE CITY
MURRAY
SANDY
Mills Jct
GRANTSVILLE
TOOELE

Grades on I-84 (Weber Canyon) vs I-80 (Parleys Canyon)



Truck Speed on Canyon Grades

I-84		I-80	
UP Grade	63.2	UP Grade	27.6
DOWN Grade	63.6	DOWN Grade	35.8

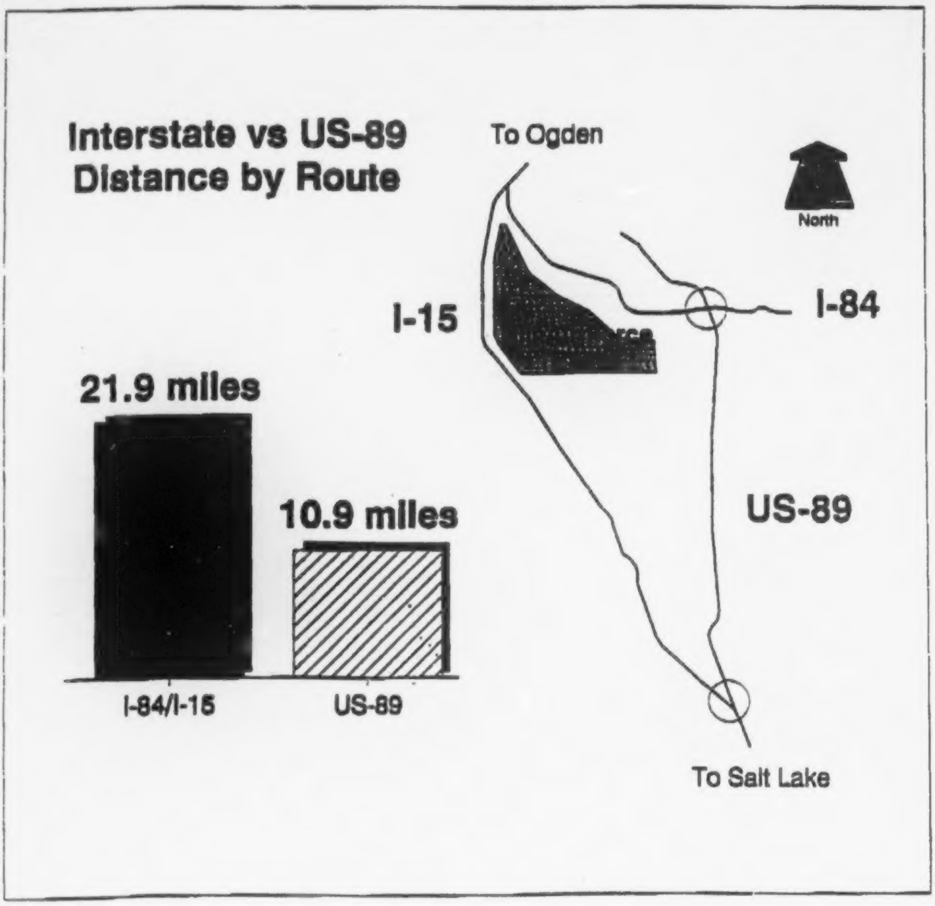

Interstate vs US-89
Distance by Route
21.9 miles
10.9 miles
I-84/I-15
US-89
To Ogden
North
I-15
I-84
US-89
To Salt Lake

TABLE V.1

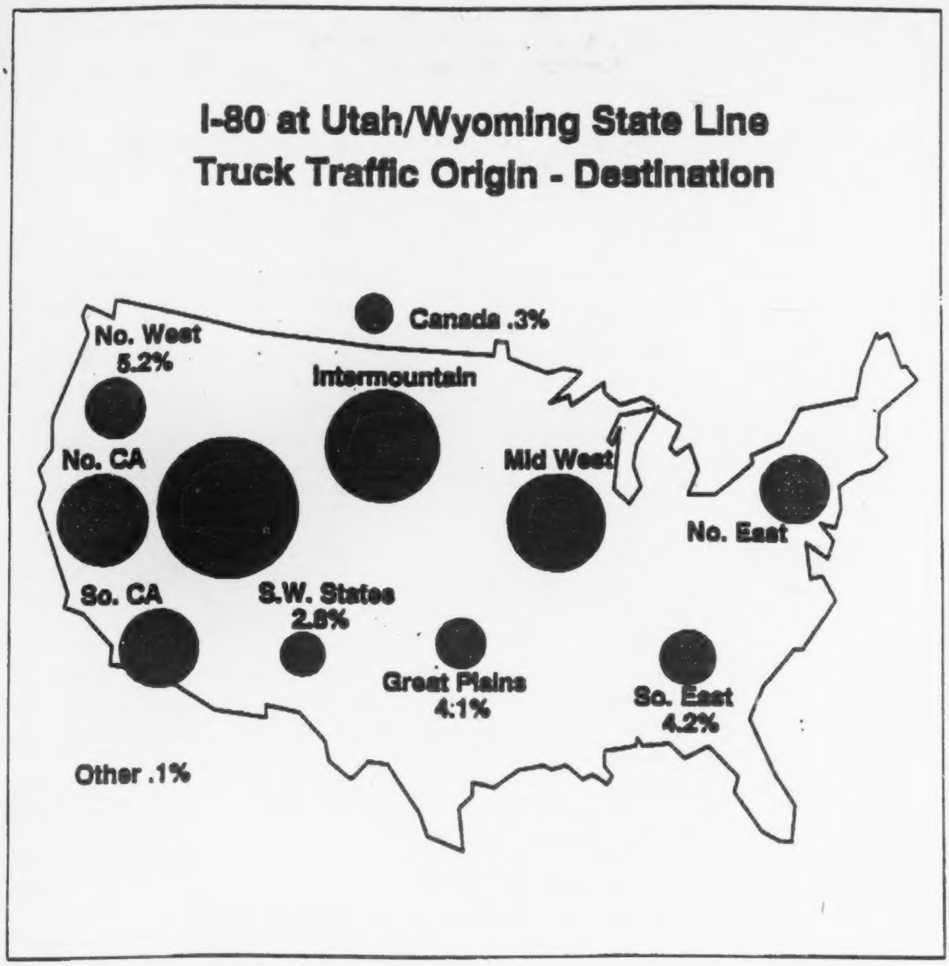
SUMMARY OF PROPOSED ROADWAY IMPROVEMENTS

Element	Location	Priority
New Interchange	Farmington Junction	short
	200 North Street	intermediate
	Oakhills Drive	intermediate
	Antelope Drive	long
	Hill Field (SR 193)	short
	South Weber Drive at Cornia Road	intermediate
Redesign of Interchange	Uintah Junction	intermediate
Grade Separated Crossing	Nicholls Road	short
	Crestwood Road	intermediate
	Rainbow Drive	long
	6600 South (Uintah)	intermediate
Controlled Access	Old Mountain Road — Fruit Heights (both sides)	short
	Green Road — Fruit Heights (both sides)	short
	Cherry Lane — Layton (both sides)	short
	6550 South — Uintah (west side)	short
	Combe Road — Uintah (east side)	short
	6200 South — South Ogden (both sides)	short
Additional Travel Lanes	northbound lane	intermediate
	southbound lane	intermediate
Truck Climbing Lanes	southbound between South Weber Drive and Hill Field Road (SR 193)	short
	northbound between Combe Road and 6200 South	intermediate
Median Treatment	Channelized intersections	short
	New Jersey Barrier median	short

TABLE V.1 (CONTINUED)

SUMMARY OF PROPOSED ROADWAY IMPROVEMENTS

Element	Location	Priority
Frontage Roads	Burke Lane to Farmington Junction	intermediate
	Farmington Junction to 200 North Street	short
	200 North Street to Oakhills Drive	intermediate
	Oakhills Drive to Antelope Drive	long
	Antelope Drive to Hill Field Road (SR 193)	intermediate
	Hill Field Road (SR 193) to South Weber Drive	intermediate
	Uintah Junction to Combe Road	short



I-80 at Utah/Wyoming State Line
Truck Traffic Origin - Destination

Canada .3%
No. West
5.2%
Intermountain
No. CA
Mid West
No. East
So. CA
S.W. States
2.8%
Great Plains
4.1%
So. East
4.2%
Other .1%

STATE OF UTAH
UNPROGRAMMED NEEDED PROJECTS
FOR INCREASED CAPACITY

01	SR 89	MOUNTAIN ROAD	EXPRESS – INTERSTATE	75,000,000
02	SR 15	S L COUNTY CORRIDOR	4 MORE LANES	508,000,000
03	SR 15	DAVIS COUNTY CORRIDOR	MORE LANES	180,000,000
04	SR 209	9000/9400 SO STATE TO 1300 E	4 LANE	14,000,000
05	SR 215	EAST BELT ROUTE INTERCHANGES	CAPACITY IMP	31,000,000
06	SR 80	I–15 TO I–215 (EAST SIDE)	MORE LANES	160,000,000
07	SR 6	SPANISH FORK CANYON	4 LANE	188,000,000
08	SR 189	CHARLESTON TO HEBER CITY	4 LANE	9,000,000
09	SR 9	VIRGIN RIVER TO HURRICANE	4 LANE	5,000,000
10	SR 171	3500 SO 5600 W TO 2700 W	4 LANE	13,000,000
11	SR 201	2100 SOUTH 5600 W TO I–80	EXPRESSWAY	15,000,000
12	SR 209	9000 S REDWOOD RD TO WEST VALLEY HIGHWAY	4 LANE	8,000,000
13	SR 132	NEPHI MAIN ST TO SANPETE CO.	WIDEN	6,000,000
14	SR 68	10400 SO. TO 14400 SO.	4 LANE	18,000,000
15	SR 89	LOGAN CANYON	WIDEN	85,000,000
16	SR 24	HANKSVILLE AIRPORT TO TEMPLE MOUNTAIN	WIDEN	6,000,000
17	SR 151	10600 S I–15 TO 1300 W	4 LANE	5,000,000
18	SR 172	5600 W 5400 S TO I–80	4 LANE	70,000,000
19	SR 30	VALLEY VIEW HIGHWAY	4 LANE	35,000,000
20	SR 165	NIBLEY TO HYRUM	4 LANE	6,000,000
21	SR 191	BOOK CLIFFS ROAD	SURFACING	40,000,000
22	SR 15	UNIVERSITY AVE. TO PROVO CENTER STREET	6 LANE	15,000,000
23	SR	WEST DAVIS HIGHWAY	NEW CONSTRUCT	110,000,000
24	SR 134	2600/2700 NO OGDEN	4 LANE	8,000,000
25	SR 36	TOOELE TO I–80	4 LANE	6,000,000
26	SR 91	SMITHFIELD TO IDAHO LINE	4 LANE	26,000,000
27	SR 127	ANTELOPE ISLAND CAUSEWAY	NEW CONSTRUCT	17,000,000
		TOTAL ESTIMATED COST		$1,682,000,000

Mr. **Lehman**. We're don't have a whole lot of problems with the justification. We have a lot of problems with the competition for the funds, and if I could just—you have two senators that have statements on this. The best thing you can do for yourself is be sure that this general project is in the Senate bill.

Mr. **Hansen**. We realize that, and we're working along that road.

Mr. **Lehman**. All right. And we'll do all we can to help you.

Mr. **Hansen**. Thank you.

Mr. **Lehman**. Senator Coats?

Mr. **Coats**. I know you have a vote. I can make my presentation in 30 seconds.

Mr. **Lehman**. You can have 130 seconds.

Thursday, April 26, 1990.

FEDERAL HIGHWAY ADMINISTRATION, HOOSIER HEARTLAND INDUSTRIAL CORRIDOR

WITNESS

HON. DAN COATS, U.S. SENATOR FROM THE STATE OF INDIANA

Mr. **Coats**. I'm here to do two things: one, to thank you for your support last year for the Hoosier Heartland Highway Project, which this committee supported. It's something that's supported by the state; in fact, the state funds more than 50 percent of the project. And to ask your continued consideration for the committee for the next leg, and that is the leg that runs from Peru to Logansport, the quest is for $4 million. It is, we believe, the most dangerous highway in Indiana. It is the key to economic development anchored by two major new automobile plants on each end of this leg, and we appreciate your consideration.

Mr. **Lehman**. And this is bipartisan?

Mr. **Coats**. This is bipartisan—I think my colleagues went off to vote.

Mr. **Lehman**. Well, that's what we're going to do. We will put your testimony in the record.

Mr. **Coats**. With a name like Hoosier Heartland, it couldn't be anything but bipartisan.

Thank you, Mr. Chairman.

Mr. **Coughlin**. And welcome. Thanks for being here.

[The prepared statement of Mr. Coats follows:]

155a

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WASHINGTON, DC 20510

COMMITTEES:
ARMED SERVICES
LABOR AND HUMAN
RESOURCES

STATEMENT OF SENATOR DAN COATS
BEFORE THE HOUSE APPROPRIATIONS COMMITTEE
SUBCOMMITTEE ON TRANSPORTATION

APRIL 26, 1990

INDIANA INDUSTRIAL CORRIDOR SAFETY DEMONSTRATION PROJECT

MR. CHAIRMAN. I APPRECIATE THE OPPORTUNITY TO APPEAR BEFORE YOU TODAY TO SHARE MY STRONG SUPPORT OF A PROJECT CRITICAL TO MY STATE - THE HOOSIER HEARTLAND HIGHWAY.

THIS IMPORTANT ROADWAY EXEMPLIFIES THE STRESSES THAT OUR HIGHWAY SYSTEM EXPERIENCES AS INDUSTRIAL GROWTH REACHES INTO AREAS ONCE LARGELY RURAL. FORMER COUNTRY ROADS BECOME MAJOR TRUCKING LANES, YET IMPROVEMENTS OFTEN CANNOT KEEP PACE WITH ACCELERATED USE, CONSTRAINING ECONOMIC GROWTH AND ENDANGERING THE SAFETY OF OUR TRAVELING PUBLIC.

DEVELOPMENT OF THE WABASH RIVER VALLEY IS CLOSELY LINKED TO ITS TRANSPORTATION INFRASTRUCTURE. FIRST OPENED IN THE THIRTIES, THE ROADWAYS DID HELP SPUR DEVELOPMENT. BUT BY THE FIFTIES, THE ROAD CLEARLY WAS INADEQUATE, RETARDING THE REGION'S POTENTIAL FOR GROWTH.

TODAY, THE VALLEY IS ANCHORED BY TWO MAJOR MANUFACTURING BASES IN FORT WAYNE AND LAFAYETTE. THE GENERAL MOTORS AND SUBARU PLANTS IN THESE CITIES ARE SPURRING SECONDARY SUPPLIERS TO LOCATE THROUGHOUT THE CORRIDOR, GENERATING HEAVY TRUCK TRAFFIC ON NARROW AND WINDING TWO LANE ROADS. THREADED THROUGH THE HILLS, VISIBILITY IS EXTREMELY POOR, AND ACCIDENTS AND FATALITIES ARE UNACCEPTABLY HIGH.

THIS COMMITTEE HAS A STRONG HISTORY OF SUPPORT FOR THE HOOSIER HEARTLAND HIGHWAY FOR WHICH WE ARE GRATEFUL. WE REQUEST NOW $4 MILLION TO ACQUIRE THE LAND NECESSARY FOR THE PERU TO LOGANSPORT LEG. THE STATE IS PREPARED TO IMMEDIATELY USE THESE FUNDS TO UNDERTAKE A CRITICAL SEGMENT OF THE PROJECT.

THESE FUNDS ARE AN IMPORTANT INVESTMENT IN OUR FUTURE. WITH THE HELP OF THE COMMITTEE, COMPLETION OF THE HOOSIER HEARTLAND INDUSTRIAL CORRIDOR WILL CERTAINLY BRING NEW JOBS TO THE VALLEY, GENERATING ADDITIONAL TAX REVENUE FOR THE GOVERNMENT AND SECURING SAFER TRAVEL FOR OUR CITIZENS.

I APPRECIATE THE OPPORTUNITY TO APPEAR BEFORE YOU TO UNDERSCORE THE STRONG AND BI-PARTISAN SUPPORT THE PROJECT ENJOYS. I LOOK FORWARD TO WORKING WITH YOU AND OUR COLLEAGUES IN THE SENATE AS WE MAKE CRITICAL DECISIONS ON THE FISCAL YEAR 1991 BILL.

Mr. **Lehman**. We'll recess until the quorum call and the vote. [Vote break.]

Thursday, April 26, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, SAN DIEGO LIGHT RAIL SYSTEM

WITNESSES

HON. BILL LOWERY, U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

HONORABLE JIM BATES, U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

Mr. **Lowery**. Thank you, Mr. Chairman. In the next couple of minutes, I want to make about five points: first off, outline the extent of the problem; second, the success of our efforts to date with the eastern line; third, our planned expansion of the light rail system in San Diego; fourth, the cost; and fifth, why we need funding now. So let me get right to it.

We have witnessed a five-fold increase in San Diego's population since the middle of the century, something that you in Florida can identify with. But we've gone from 556,000 people in 1940 to 2.5 million by the end of this year, and another million are anticipated by 2010. In my own Congressional district, it's one of the largest in the country, with over 700,000 constituents.

The success of the east line, thanks to you, Mr. Chairman, and to this committee, it was funded. That project was completed in 1989, and I'm happy to tell you it came in ahead of schedule and under budget. In fact, about a million possibly more of the twenty million that was appropriated should be returned to the U.S. Treasury. That line has had a growing ridership and fare box recovery the highest in the nation, exceeding 90 percent.

Our expansion of the light rail system—San Diegoans have been very supportive of the trolley. They have backed it by voting a half cent override for sales tax for transportation, a third of which is dedicated toward rail transit projects. San Diego's MTDB, our Metropolitan Transit Development Board, has begun work to develop five new segments. The first four will be built entirely with local funds.

What we are seeing is Section 3 assistance for the mid-coast segment, which will run 13.3 miles from Old Town, that's in the downtown area, just north of the downtown area in San Diego, to Del Mar Heights Road. The cost—UMTA has agreed to give credit for the entire cost of the project, even though Federal funding will only be used for this one mid-coast segment. I have particular interest in it, Mr. Chairman, because it runs entirely through my Congressional district. But we anticipate the cost of this entire project of all five segments to be in excess of $1 billion.

The match for the five new efforts planned would be a 70 percent, $702 million local match, a 30 percent, $309 million Federal share over an estimated seven-year period.

Now, why do we need the funding now? And obviously, we don't need the full $309 for the Federal section. UMTA has given its approval to the mid-coast corridor alternatives analysis draft environmental impact statement last year. We expect the preliminary engineering work to begin at the end of 1989, probably September, and what we're seeking is a modest request and an appropriation of $1 million for fiscal 1991 to provide for preliminary engineering and to keep the project from being delayed another year. And so that is the request that we would have at this time.

Mr. Chairman, I would be most remiss if I did not thank you and the entire committee for their past support. Our hope is that the subcommittee would give this $1 million request its favorable consideration. We have had a real success with light rail in San Diego, and with your help it will continue to expand.

[The prepared statements of Mr. Lowery and Mr. Bates follow:]

Congressman Bill Lowery's

Testimony Before

The

Appropriations Committee
Subcommittee on Transportation and Related Agencies

Chairman William Lehman

April 26, 1990

Mr. Chairman, members of the subcommittee, there is a new, as yet very small, club that has sprung up in my hometown. It is called "San Diego Hell on Earth." It is composed of a group of people who believe they can "pull up the ladder" now that they have found one of the loveliest places in the world to live--and keep others from discovering it. They are asking San Diegans to warn tourists that, "We have coyotes who will eat their little dogs."

San Diegans are a normally hospitable group who are not prone to such threats but are being driven by the phenomenal growth in our area, and the attendant problems with such growth. San Diego County's population has increased five-fold since the middle of the century--from 556,000 in 1950 to a projected 2.5 million by the end of this year. And, I somehow doubt the "San Diego Hell on Earth" campaign will discourage an additional million person increase expected by the year 2010. To give you an idea, my congressional district alone has more than 700,000 residents.

Mr. Chairman, many believe we are facing gridlock on our highways and other transportation problems that won't be addressed simply by filling in potholes. But San Diego has not been standing still. Since 1980, the San Diego Metropolitan Transit Development Board (MTDB) has built more than 30 miles of light rail transit (LRT) facilities. Each of the three projects, which opened in 1981, 1986 and 1989, were completed ahead of schedule and under budget. Perhaps even more amazing is the continuously growing ridership and a farebox recovery rate exceeding 90 percent.

San Diegans support this project and have backed it up by voting a 1/2 cent local transportation sales tax measure, one-third of which goes toward rail transit projects. In addition, there are three transportation measures on the June ballot in California, one of which would mean additional funds for commuter rail improvements in San Diego. Work is underway on five new segments of the LRT system, and four of these (Bayside, Santee, Old Town, and Mission Valley), are to be built entirely without any federal funding. However, we are seeking Federal Section 3 funding assistance for the remaining North Line segment, Mid-Coast.

The projected cost to construct the five new light rail transit segments is about $1 billion. San Diego's transit board, (MTDB) is proposing a 30 percent ($300 million) federal contribution toward the construction of this expanded system, with the remaining 70 percent ($700 million) coming from local sources. The federal funds would be applied to the Mid-Coast segment only. MTDB's local match of 70 percent is well in excess of the statutory local match of 25 percent.

The Urban Mass Transportation Administration gave its approval last year to the Mid-Coast Corridor Alternatives Analysis/Draft Environmental Impact Statement (AA/DEIS) Study. The study is expected to be completed near the end of fiscal year 1991. It is expected also that preliminary engineering work will begin in the fall of 1991.

An appropriation of $1 million for FY 1991 will provide for the preliminary engineering and keep the project from being delayed a year or more. A one or two-year setback would only add to the cost, and could result in lost opportunities in the form of private sector contributions in right-of-way or construction dollars.

I thank the Chairman and members of the subcommittee for their time today and for their consideration of this request. And please remember, you are all welcome in San Diego. Come take a ride on our trolley.

###

April 25, 1990

TESTIMONY OF CONGRESSMAN JIM BATES
before the
SUBCOMMITTEE ON TRANSPORTATION
of the
COMMITTEE ON APPROPRIATIONS

Mr. Chairman:

I am pleased to be here this afternoon and I want to thank you very much for allowing me to speak with the Subcommittee on behalf of San Diego's growing mass transportation network.

When most people think of San Diego, they think of freeways, but there is a trolley system in San Diego that would cause them to think again. I come here today to lend my support to San Diego's request for $1 million for preliminary engineering work on a coastal trolley extention from San Diego to Del Mar.

The east line of the San Diego Light Rail Transit system is now complete and in full service. It was developed with the help of a $20 million Section 3 grant, appropriated by this subcommittee. I am happy to remind this subcommittee that the project came in under budget by $1 million. $7 M

Every federal official involved in mass transportation funding, in both the Executive and Legislative Branches, knows that it is more important than ever that local communities contribute larger shares of the capital costs of mass transportation projects.

Indeed, Secretary Skinner has praised California localities for their willingness to raise local taxes and institute fees to help pay for the construction of new systems.

Page 2.

That is why I'm very pleased to report that the Trolley System is very healthy, that fare box recovey continues above 90 percent and that for the entire program of improvements for the Trolley system, including this coastal extension, we expect the cost share to be 70 percent local and 30 percent federal.

The alternative analysis portion of the Environmental Impact Statement will be completed at the end of Fiscal Year 1991, Mr. Chairman, and then we would begin the Preliminary Engineering work in September or October. If no funds are appropriated in FY 91, Mr. Chairman, preliminary engineering will undergo considerable delay, certainly well after October 1991.

So, my Colleague Bill Lowery and I have come to this subcommittee to avoid a timing problem with a modest appropriation in Fiscal Year 1991. The total appropriation for both Fiscal Years 1991 and 1992 would be $9 million.

I symphathize with the difficulties your Subcommittee faces when choosing between the many requests you receive for funding. With all due respect, however, I urge you to take into consideration each jurisdiction's non-federal share of capital costs when you review all of these requests.

Again, Mr. Chairman, thank you very much for your time and your consideration.

Mr. **Lehman**. You started off with the Tiajuana Trolley—you've gone a long way.

Mr. **Lowery**. That's correct. We started off with the Tiajuana Trolley without Federal assistance. It's growing into a full blown regional system now. We've had Federal assistance for the eastern leg, and we need a little more to make this a true success story and get us well prepared for the next century.

Mr. **Lehman**. Thank you very much, Bill, and keep in touch. We'll do what we can.

Mr. **Lowery**. Thank you, Mr. Chairman. We will indeed.

Mr. **Lehman**. All right. And the rest of the Hoosier Heartland. We're happy to have you with us, Jim and Jill. You're doing a good job.

Thursday, April 26, 1990.

FEDERAL HIGHWAY ADMINISTRATION, HOOSIER HEARTLAND INDUSTRIAL CORRIDOR

WITNESSES

HON. JIM JONTZ, U.S. REPRESENTATIVE FROM THE STATE OF INDIANA

HON. JILL LONG, U.S. REPRESENTATIVE FROM THE STATE OF INDIANA

DAVID YOUNT, DIRECTOR, LOGANSPORT ECONOMIC DEVELOPMENT FOUNDATION

STEVE ROCKWELL, EXECUTIVE DIRECTOR, PERU/MIAMI COUNTY ECONOMIC DEVELOPMENT CORPORATION

GLENN TANNER, VICE PRESIDENT, HOOSIER HEARTLAND INDUSTRIAL CORRIDOR ASSOCIATION, INC.

Mr. **Jontz**. Thank you, Mr. Chairman. We really appreciate your hospitality.

Mr. **Lehman**. I'm coming to your party tonight.

Mr. **Jontz**. I appreciate that. I remember previous visits you've made.

Mr. **Lehman**. I have so far to come.

Mr. **Jontz**. Well, we appreciate your support.

Mr. Chairman, this is the third year that I have been before this subcommittee to request assistance for the Hoosier Heartland Industrial Corridor, and your subcommittee to date has approved a total of $3.4 million for engineering and land acquisition for the Wabash to Huntington section of the highway, and we're very appreciative of the favorable consideration you have given us to date.

The State of Indiana has allocated over this same period of time $3.7 million for the project, which has been used for the Wabash to Huntington segment as well as Logansport to Peru preliminary engineering. Our state has made the Hoosier Heartland Industrial Corridor a priority for the improvement of the state's highway transportation system, and you are very well aware of the importance of this project to our area.

The next phase of the Hoosier Heartland Project is what we're here to speak to you about today, and to request funding for land acquisition for the Peru to Logansport section of the highway which is scheduled to begin this coming fiscal year. Costs of land acquisition for Peru to Logansport are estimated to be $5 million, 80 percent of that would be $4 million, and that is the request that the group is making this afternoon.

You are very much aware of the support that this project has from the state, as well as the communities involved. I'd like to submit for the record a letter from Christine Letts, the Commissioner of the Department of Transportation of our state, as well as a letter from Ron Schenkel, who is the President of the Heartland Corridor Association as well as being the Mayor of the City of Huntington, and at this time, yield to my good friend and colleague, Jill Long from the 4th District.

I might mention, Mr. Chairman, that we're joined today by three individuals from the Corridor: Glenn Tanner, who is Vice President of the Hoosier Heartland Corridor, is immediately to Congresswoman Long's left, and then Steve Rockwell, to the left of Mr. Tanner, is the Executive Vice President of the Peru/Miami County Economic Development Corporation, and to my right is David Yount, who is the President of the Logansport Economic Development Foundation.

I thank you, Mr. Chairman.

[The prepared statement of Mr. Jontz and letters follow:]

STATEMENT OF U.S. REP. JIM JONTZ
FIFTH CONGRESSIONAL DISTRICT OF INDIANA
BEFORE THE HOUSE APPROPRIATIONS COMMITTEE
SUBCOMMITTEE ON TRANSPORTATION
APRIL 26, 1990

HOOSIER HEARTLAND INDUSTRIAL CORRIDOR

Mr. Chairman and members of the Subcommittee, thank you for the opportunity to testify once again in support of funding for the Hoosier Heartland Industrial Corridor. As you know, Mr. Chairman, this is a very important matter to the people of mid-north Indiana.

I am pleased to be accompanied by Mr. Glenn Tanner, Vice President of the Hoosier Heartland Industrial Corridor Association, Steven Rockwell, Executive Vice President President of the Peru/Miami County Economic Development Corporation, and David Yount, President of the Logansport Economic Development Foundation. I will keep my comments brief to allow Mr. Tanner, Mr. Rockwell, and Mr. Yount to discuss their views on the Corridor.

Mr. Chairman, for the past two years I have come before this Subcommittee to request federal assistance for the Hoosier Heartland Industrial Corridor. Your Subcommittee has approved a total of $3.4 million for preliminary engineering and land acquisition for the Wabash to Huntington section of the highway, which I am most appreciative of.

The State of Indiana has allocated $3.7 million thus far for this project, money which has been used to fund preliminary engineering for the Logansport to Peru and Wabash to Huntington sections of the highway.

Indiana has embarked on a highway improvement program to preserve, improve and extend the state's highway transportation system through the year 2000. The Hoosier Heartland Industrial Corridor represents a major part of this program.

The next phase of the Hoosier Heartland project is set to get started in early Fiscal Year 1991, before many of the funds from the highway improvement program will be available, however. It is with this in mind that we today request funds on behalf of the State of Indiana for land acquisition for the Peru to Logansport section of the highway, which has been scheduled to begin in FY 1991. Costs for land acquisition for the Peru to Logansport section are estimated to be $5 million. Eighty percent of this would be $4 million. This is the amount, $4 million, which I respectfully request the Subcommittee approve for this project in FY 1991.

This funding would ensure that the project would continue to move forward in an orderly fashion. Construction on the Logansport to

Peru section is scheduled to begin in FY 1993, so the need for land acquisition money is quite immediate. We are making great progress on the Hoosier Heartland project, and the Subcommittee's support for this funding request would enable us to move ahead to the construction phase on this long-awaited and long-overdue highway.

Mr. Chairman, I'd like to make some other comments for the record. Over the last thirty years the economy of the Corridor, which extends from the cities of Lafayette, Indiana, to Fort Wayne, and includes the cities of Delphi, Logansport, Peru, Wabash and Huntington, has suffered from transportation problems. Four-lane highways and interstates are the major freight distribution arteries in Indiana and throughout the Midwest, and the cities along the Corridor have lagged behind in economic development because of the lack of a safe and efficient transportation artery.

While Fort Wayne and Lafayette have continued to grow, the smaller cities and towns in between have been adversely affected by this inaccessibility. Industries looking for a location for modern warehouses or plants need modern transportation routes, and the Corridor cities have been at a disadvantage due to this fact.

Despite this adversity, the communities along the Corridor have tried to promote economic development. They established industrial parks, created inventive economic development packages and sought companies to move in. The lack of adequate roads has proven to be a major obstacle to these economic development plans. Companies looking to supply the large plants in Fort Wayne and the recently opened Subaru-Isuzu Automotive plant in Lafayette will need to be assured that they will access to safe, modern four-lane highways for their transportation needs.

Mr. Chairman and members of the Subcommittee, I fully understand the budget constraints that you and every committee in Congress are faced with. However, this highway would be an important step toward the economic revitalization of an area hurt by the lack of an efficient and safe transportation artery. I respectfully request that the Subcommittee would continue to work together with the State of Indiana and the cities and towns along the Corridor on this critical project.

Thank you again for the opportunity to testify. I sincerely appreciate the time and courtesy that you have extended me.

Thank you.

STATE of INDIANA

INDIANAPOLIS

INDIANA DEPARTMENT OF TRANSPORTATION
100 North Senate Avenue
Indianapolis, Indiana 46204-2249

OFFICE OF THE COMMISSIONER
Room 1101, State Office Building
317-232-5526
FAX: 317-232-0238

April 25, 1990

The Honorable William Lehman, Chairman
House Appropriations Subcommittee
on Transportation
2358 Rayburn H.O.B
Washington, D.C. 20515

Dear Chairman Lehman:

The following is a status report on the progress of the Indiana Industrial Corridor Safety Demonstration project and a request for your assistance to help keep the project moving forward. This demonstration project is one of several projects which together comprise a total reconstruction and upgrade of the US 24/25 corridor between the cities of Lafayette and Ft. Wayne, Indiana.

To date the congress has appropriated $3.3 million for preliminary engineering and land acquisition for that portion of the project that will run from Wabash to Huntington. The Department of Transportation used $1.6 million of that funding to partially offset the design cost of this segment which is estimated at $2.1 million. The remaining .5 million in cost was borne by the state from other existing funding. Similarly, the state has dedicated funds to the design of those sections running from Logansport to Peru and I-65 to just west of SR 225. The cost of these additional commitments to date is $2.9 million. Thus, funding is assured for design of all three of these important projects. The balance of funds appropriated by the congress, $1.7 million, will be used to help offset land acquisition costs. We are supportive of any additional funding for other costs to be incurred such as land acquisition. The Wabash to Huntington segment is estimated at $7.0 million and the Logansport to Peru segment is estimated at $5.0 million. Your support of additional funds will allow the project to move forward in an orderly fashion and would be very much appreciated.

Thank you for your interest and support on this important project.

Very truly yours,

Christine W Letts

Christine W. Letts
Commissioner

CWL:DEF:ds
cc: file/A:21

HOOSIER HEARTLAND
INDUSTRIAL CORRIDOR, INC.
P.O. BOX 872, WABASH, INDIANA 46992

April 24, 1990

Transportation Subcommittee of
the Appropriation Committee
U.S. House of Representatives
Washington, D.C.

Dear Committee Members:

The moderization of U.S. Highway 24 continues to be a matter that we feel very strongly about in terms of our future economic development in the north central area of the State of Indiana.

We cannot over emphasize the need for these infrastructure improvements for the long-term development and well-being of all communities in north central Indiana.

Without improvements to U.S. Highway 24, we will lose potential new industries and existing industries may be forced to locate in other areas that have modern access.

We appreciate your willingness to cooperate with us in previous years and hope that you give this important matter serious consideration for additional funding for 1990.

Thank you very much for your time and efforts in this matter.

Sincerely,

Ronald D. Schenkel
President

RDS:ja

Ms. LONG. Thank you, Chairman Lehman and Members of the Subcommittee. I thank you for this opportunity to testify today with regard to an important project for the state of Indiana. I am pleased to be here in support of Congressman Jontz's request for Federal assistance.

As you may recall from my past testimony, the Hoosier Heartland Industrial Corridor would provide a needed four-lane link between two significant Indiana cities. The route would begin in Fort Wayne, which is in my Congressional district, cross Congressman Jontz's Congressional district and culminate in the city of Lafayette, which is in the district of Congressman Meyers, who as you know is a distinguished Member of the full appropriations committee.

Mr. Chairman, over the last thirty years, the economy along the corridor has suffered considerably from transportation problems. As more four-lane roads and major interstates have been built, large highways have developed into the primary freight distribution network in Indiana and throughout the country. As the importance of railroads for hauling freight has waned, larger and more hazardous trucks have increasingly been employed to transport freight. In the corridor, this means that larger and heavier vehicles must use narrow, curving two-lane roads.

While Fort Wayne and Lafayette, the cities at each end of the corridor, continue to grow, the smaller cities and towns in between have been adversely affected by the inaccessibility created by the poor highways. This area of Indiana is composed of farms and factories spread out over open countryside which are connected primarily by a patchwork of meager rural roads.

The communities along the corridor have tried to promote economic development despite transportation shortcomings. They have established industrial parks, they have created innovative economic development packages, they have encouraged new industries to move in. However, the condition of the corridor roads has proved to be a major obstacle in the area's development.

These communities are overlooked by companies because the region lacks modern transportation routes. As the road system exists now, companies would have to be wary about the corridor's current ability to accommodate the transportation needs of labor, supplies and distribution.

In addition to the economic concerns of these communities, there are somber highway safety considerations. According to the National Highway Safety Administration, in 1986, over two-thirds of Indiana traffic fatalities occurred on rural highways. In fact, local officials in Wabash County, which is located within the corridor, have labelled U.S. 24 the most dangerous stretch of road in the country.

The proposed route of the Hoosier Heartland Industrial Corridor is laden with hills and curves, making passing difficult and posing serious traffic hazards when slower moving farm vehicles and semitrailer tractors use the road. Concerns are compounded when heavier traffic accompanies major events in the greater Lafayette area, including athletic events at Purdue University and in Fort Wayne, the major urban center in northeastern Indiana.

The development of a proper transportation system is certain to increase safety for families, farmers and other residents who must share highways with other freight vehicles.

Mr. Chairman and Members of the Subcommittee, I fully understand the budget constraints confronting you. However, this highway improvement is a needed and important step towards the economic revitalization of the depressed area in rural Indiana. I respectfully request that the Subcommittee continue to work together with the State of Indiana and the cities and towns along the corridor on this critical project.

Thank you again for this opportunity to testify.

Mr. LEHMAN. Do your people want to make a statement also, Jill?

Ms. LONG. Yes.

Mr. TANNER. Yes, I would, sir. I am Glenn Tanner, Vice President, Hoosier Heartland Association. I'm not going to read my whole testimony because of time constraints here. A lot of the points that our two Congressmen have brought forward are in my testimony, but I have several special points I'd like to bring out.

We have needed this highway for over thirty years, and since thirty years ago, the whole corridor was a very dynamic industrial segment and it has slipped a little each year since that time. Six years ago, we looked at this and needed economic growth and we formed the association to promote this highway. I'm not going to go into the economic aspects of this, because my associates are going to cover that. But we had two studies made of this problem, one by the Indiana University in 1985 and one contracted by the Indiana Department of Transportation 1987, and they both brought out the safety aspect, safety needs, almost as much as the economic needs.

We're trying to live in that corridor with 1930 roads that are not compatible with 1990 cars. And the fact that you've got 1990 drivers makes the thing even more dangerous. Just this last month, we've added one more death to the toll of number of accidents and deaths along this highway.

The other aspect that I wanted to point out is that railroads have always been important in the corridor. At one time during that thirty-year period before, the railroads crisscrossed the whole area. In fact, there was a roundhouse in Wabash, there was a roundhouse in Peru, there was a roundhouse in Logansport, and those are all gone.

And now we find out in a release just this last week that northern Indiana in the next five years is going to lose 1,200 more miles of railroad. Of this number, 378 miles are already designated for abandonment, and there is another 800 miles that need rehabilitation and the staff do not feel that they're going to get that rehabilitation. So losing 1,200 miles increases the urgency for us to complete the highway we've talked about for so long.

At the outset, we would have like to have seen the highway built, $300 million project, in one big project but we settled in our first discussions for taking each little step at a time, and we continue that way. We appreciate what you gave us two years ago and last year to let us get started on the Wabash to Huntington leg. We're asking again for some help for land acquisition this year on the leg to Logansport.

I feel that we will probably continue to come to you each year and ask you to continue support and offer us assistance until we have completed this long-awaited project.

I thank you for the time.

[The prepared statement of Mr. Tanner follows:]

HOOSIER HEARTLAND
INDUSTRIAL CORRIDOR, INC.
P.O. BOX 872, WABASH, INDIANA 46992

Transportation Subcommittee
The Appropriations Committee
U.S. House of Representatives
Washington D.C.

Gentlemen:

The Communities in our corridor have been seeking a modern highway for nearly thirty years. All cities except the major cities on the east and west ends are serviced along the corridor by only 1930 style two-lane roads. As a result this once dynamic industrial area has not only lost the growth rate which led the state 33 years ago, but now exists with almost a negative growth.

As the base of old local industries is reduced by attrition, new industries are needed to maintain that base and keep current employment levels. Furthermore, that base must be raised to accommodate the new generation of graduates. As it is, and has been for some years, our youth have been forced to seek their future elsewhere.

The new industries that we need to stimulate economic growth are not willing to locate in a city with outmoded infrastructure. They will acknowledge our labor supply, the quality of our schools, our parks, our housing, our civic groups and our medical facilities, but they buy land and build beside the expressway.

Our communities have spent time and money to prepare the foundation for economic growth. They have set up industrial parks, worked to improve local airports, hired economic development directors, and established economic development corporations. Although these are in place and functioning, we still need that missing link, the highway link to our adjacent towns and the rest of the nation.

In 1985 a study of our corridor was done in the Graduate School of Indiana University. Then a Feasibility Study was commissioned by the Indiana Department of Transportation in 1987. Both studies agreed with us on the urgency to complete this road from Fort Wayne to Lafayette. In addition to the economic reasons to which I have referred, they also pointed out the safety aspects. The hills and the curves in the present road restrict the visibility for most of the route. In fact this last month we had another loss of life on the road from Wabash to Huntington.

Hoosier Heartland Industrial Corridor Incorporated was formed six years ago, primarily to press for the highway. The gains we have made since then is due to the tremendous non-partisan support we have received from all quarters. The thick packet of written testimonies we submitted to you last year will attest to this. I refer not only to the help we have received from the Honorable Jim Jontz and Jill Long who brought us here today, but also from Senators Lugar and Coats and Senator Quaill when he was there. In the local arena our backing from the start has included every state senator and representative in our corridor, every mayor, the county commissioners, every chamber of commerce and every local newspaper.

Two years ago you analyzed our project and awarded the Indiana Department of Transportation (IDOT) $1 million to start the design work on our first leg. Last year you gave us $2.4 million for land acquisition on that leg. The IDOT is moving forward on that project. Simultaneously they have awarded contracts for the design of the segment from Rt 31 in Peru to Logansport. This should be ready to begin land acquisition in 6-9 months and is tentatively scheduled for awarding construction contracts in January 1994. We would like to assure that the state can keep this schedule and are asking you for $4.5 million for the land acquisition on that leg.

Although we might like to have the entire highway from Fort Wayne to Lafayette completed in one large fast moving project, we decided early on that due to financial constraints we must settle for one piece at a time, slowly but surely moving forward.

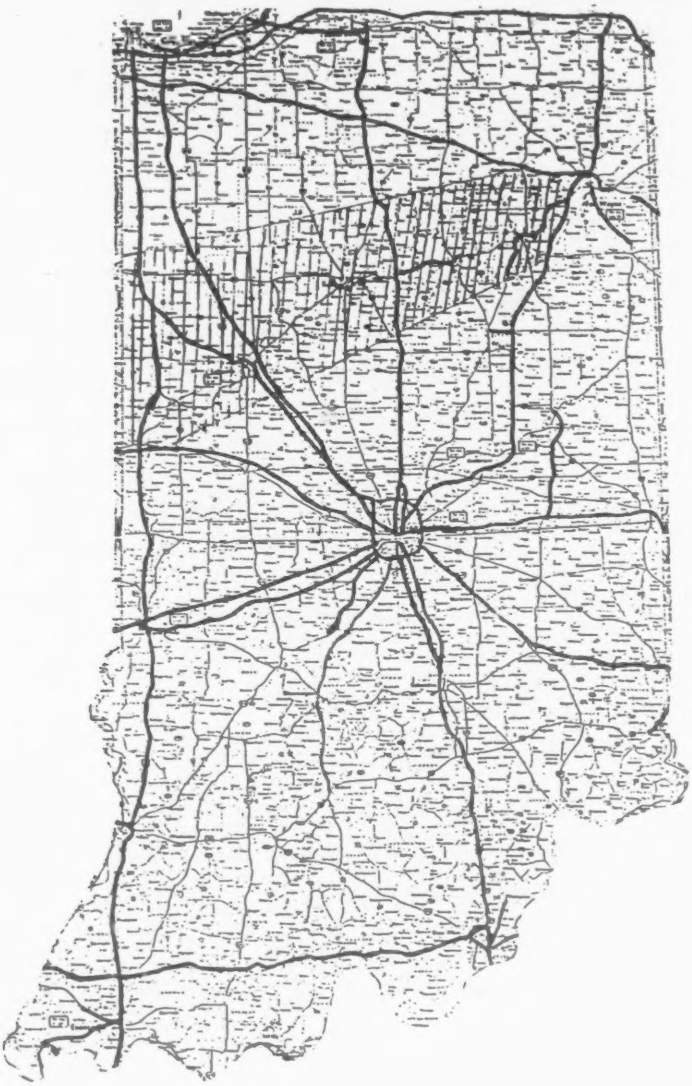
This will probably mean our addressing you each year asking for increments that will allow us to continue. We hope that you will support us this year and each year in succession until this long awaited project becomes a reality.

We appreciate your time and your consideration.

Very truly yours,
Hoosier Heartland Industrial Corridor Inc.
Glenn A Tanner
Glenn A. Tanner
Vice President

HOOSIER HEARTLAND INDUSTRIAL CORRIDOR

Showing the void in the State Four Lane Highway System



Mr. **Lehman**. We helped you last year—if someone else wants to—you know, the more you talk, the less money you get. [Laughter.]

Mr. **Rockwell**. Maybe we should leave. [Laughter.]

I'm Steve Rockwell from the Economic Development Corporation in Peru/Miami County. And I have prepared a detailed statement, but as you say, for the sake of brevity, I am going to just highlight a couple of points.

Ten years ago, the I-65 corridor through Indiana had only one failing auto plant on its path. Today, we see Subaru, Ford, Chevrolet and Nissan employ nearly 11,000 people in those four plants alone. Ten years ago, the Hoosier Heartland Industrial Corridor failed to gain widespread state or Federal support only because the twelve local communities could not agree on a route to do that with. We also could be the industrial alley because we had the work force, the education, the schools and the quality of life. What we do not have is a modern four-lane highway that gives us together a cohesive unit.

Our community, Peru, is the one that is blessed. We have a four-lane U.S. 31 running north and south through our community and half of a four-lane U.S. 24 going to Wabash. And this intersects in our community. Because of that, Peru, Indiana last year saw four new industries locate and put $13 million, 250 current and 1,000 1993 jobs into our communities, and the other ten communities combined without the assets of the roads did not get a single new job or factory. With that eight new automobile plants within eight hours of our corridor, we feel we can indeed set the pace for rural development in Indiana.

Industry loves roads. Indiana loves industry. And we both want to thank you for your past and present support.

[The prepared statement of Mr. Rockwell follows:]

TESTIMONY BEFORE THE HOUSE APPROPRIATIONS COMMITTEE
SUB-COMMITTEE ON TRANSPORTATION

of

STEVEN W. ROCKWELL, EXECUTIVE VICE PRESIDENT
PERU/MIAMI COUNTY ECONOMIC DEVELOPMENT CORPORATION

Mr. Chairman and Members of the Committee:

We in Miami County are pleased to be here representing the Hoosier Heartland Industrial Corridor and the one dozen communities that dot its path. Our request for $4 million for land acquisition costs for the Logansport-to-Peru segment would cover 80% of the land costs of $5 million. The Indiana Department of Transportation would provide the other $1 million required for this crucial project.

A decade ago, there was but one auto plant on I-65 and that operation was in financial trouble.

Today, four major plants are on the route. Two were built from scratch and one moved into an empty factory and the oldest, a Ford Motor Company facility, was expanded and has seen millions of dollars invested to upgrade equipment.

Each operation was located along the interstate for a different reason. Nevertheless, the developments have made I-65 a rural automotive alley - currently employing over 10,800 employees in these four facilities alone.

The Hoosier Heartland Industrial Corridor can also be an industrial alley. We have the education. We have the skilled workforce. We have the schools and technology. And we have the quality of life. But we do not have the four lane highway to connect all of these elements into a cohesive critical mass.

OFFSET
CAMERA COPY

P.O. Box 1100 • Peru, Indiana 46970 • 317-472-7470 • FAX 317-472-PERU (7378)

In 1989, Peru became home to four diversified new industrial plants; a boat manufacturer, electronic testing for the steel industry, orthopedic instrument manufacturer and a Japanese automotive transplant warehouse. Each of these plants knew of and has use for a complete modern four lane highway between Fort Wayne and Lafayette and connecting all major points north, south or distant.

It is our community's belief that if all of the state, local and Hoosier Heartland Industrial Corridor officials remain committed to the development of **THE** selected route. All of our communities will benefit from safety upgrades, rural economic development and the necessary tourism, retail and service sector potential to really make an "Industrial Corridor".

It should be noted here for the record that a majority of our lack of rural development, possibly America's, is due to the stubbornness of small communities to band together for the overall good of the region. Such was the case a decade ago when the Hoosier Heartland Industrial Corridor concept was first promoted and the Corridor communities could not agree on a route, thus the entire project came to a halt.

Therefore, the demonstration project that started the rural evaluation of this Indiana Corridor has made significant progress:

- The $3.4 million previously appropriated ($1 million in 1988, $2.4 million in 1989) is being put to good use in design and engineering and land acquisition of the Wabash-Huntington segment.

- The State is planning to begin construction on the Logansport-Peru segment in fiscal year 1993, so there is urgent need for land acquisition funding for fiscal year 1991 to keep the project on schedule.

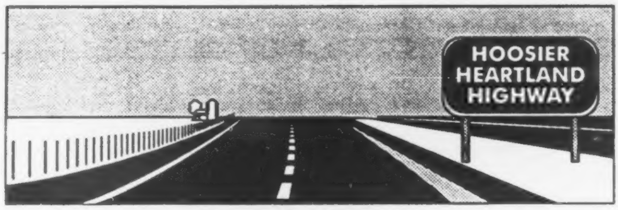
Thank you for the 1988 and 1989 appropriations and we appreciate your continued support for this project.

The lessons learned in rural America are very hard, but this project is an outstanding example of good old fashioned Hoosier "stick-to-it-iveness" and what can happen when all parties concerned are working toward getting the project completed.

I-65 became the Industrial Corridor project of the 1980's, much because transportation is important and this four lane route was in place. The Hoosier Heartland Industrial Corridor, if constructed as scheduled, will be a major influence in the economic development of our rural area.

Thank you for your assistance and we look forward to seeing all of you at some of our future groundbreakings.

The Hoosier Heartland Highway: Economic Development for Miami County



Construction of a four-lane highway linking Lafayette and Fort Wayne via Peru is one step closer with the approval this fall of H.R. 3015, the Transportation Appropriations bill for Fiscal Year 1990.

This legislation includes $2.4 million for land acquisition on the Wabash to Huntington segment of the Hoosier Heartland Highway (U.S. 24), to be matched by $600,000 in state funds.

This funding was not included in the Administration's original budget proposal, nor in the Senate version of the legislation. In fact, the Administration had proposed taking back the $1 million for design and engineering that we had won last year.

Fortunately, with the help of my colleagues on the House Transportation Appropriations Subcommittee we were able to secure funding for the project in the original House version of the bill, and to make sure that it was retained in the final version of the appropriations legislation. In April, I led a delegation of community leaders from throughout the Heartland Corridor area to testify before a hearing of the Transportation Appropriations Subcommittee. At the hearing, Hoosier Heartland Industrial Corridor executives Glenn Tanner and Jack Porter, Peru Mayor Dick Blair and Huntington Mayor Ronald Schenkel told the members of the transportation panel of the importance of the highway to the economy of our area.

One of the aspects of our project that most impressed the subcommittee members was the fact that it enjoys such broad support among Hoosiers from throughout the Heartland Corridor area. When I was first elected to Congress in 1986, community leaders and average citizens in Peru and throughout the Hoosier Heartland Industrial Corridor area made it clear that one of their highest priorities for economic growth and new jobs was the construction of a four-lane highway between Lafayette and Fort Wayne.

We asked for funding for the Wabash-to-Huntington segment of the highway this year because that segment has been identified by state and local planners as the first portion of the route to be completed.

The economic well-being of the communities along the Hoosier Heartland Corridor is dependent on improvements in area transportation routes. As Representative in Congress for Miami County, I will continue to work for construction of the Hoosier Heartland Highway until Hoosiers can travel from Lafayette to Fort Wayne and all the communities in between along a safe, efficient four-lane route.

Congressman Jim Jontz led this delegation of Hoosiers to testify before the House Transportation Appropriations Subcommittee on behalf of funding for the Hoosier Heartland Corridor. From left to right are Huntington Mayor Ronald Schenkel, Peru Mayor Dick Blair, Fourth District Congresswoman Jill Long, Jack Porter and Glenn Tanner of the Hoosier Heartland Industrial Corridor Association, Huntington Operations Manager Steven Shoemaker, and Steven Rockwell of the Peru Development Corporation.

PRINTED WITH SOY INK ON 100% RECYCLED PAPER

Indiana-based Firms Continue to Make the Hoosier State Home

A surplus of skilled labor and an aggressive economic development team convince two manufacturers to invest $5 million in Peru

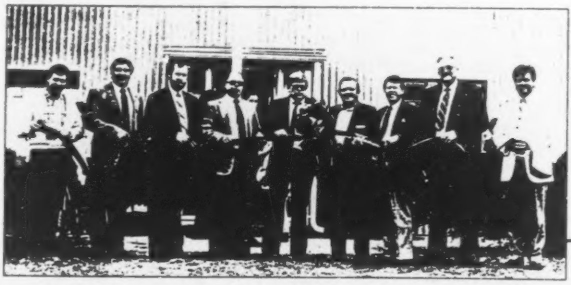
Peru, IN—Two Indiana-based manufacturers have decided to expand their operations in northern Indiana.

Sea Nymph Inc., a maker of aluminum fishing boats, and Othy Inc., a manufacturer of orthopedic devices for the medical and aerospace industries, together will invest more than $5 million in the state.

Sea Nymph Inc. is a wholly-owned subsidiary of the Outboard Marine Corp. (OMC), Waukegan, Ill. A shortage of workers in its Syracuse, Ind., plant forced the company to look for a new site.

Explains Paul Phillabaum, president, Sea Nymph, "We found a town 75 miles south of us that has a surplus of workers and an economic development group that really was looking for industry to come in. They made it attractive for us to start a branch operation at a new location."

The Peru/Miami County Economic Development Corp. worked with the owner of a 40,000-square-foot building to adapt it to fit Sea Nymph's specifications, at no cost to the company.



Sea Nymph Inc. recently began production at its new 40,000-square-foot facility in Peru.

Not only did Sea Nymph find a suitable building in Peru, the company also discovered an abundant, affordable labor pool.

Phillabaum adds, "The work force was geared to our needs. The pay scale was in a price range we could afford, and there were a lot of people looking for work."

Job Training Funds

Phillabaum emphasizes that the Peru/Miami County group helped Sea Nymph secure job training funds.

Sea Nymph is sharing a $93,000 Training For Profit Grant from the Indiana Department of Commerce between the Peru plant and the Syracuse facility. Another $25,000 training grant was awarded to the company by Career Resources, a division of a Peru Private Industry Council.

Cooperative Government

States Phillabaum about the company's decision to expand to Peru: "The economic development committee there was the final clincher.

"We reviewed several areas within that location—several other towns. But the (the Peru/Miami County Economic Development Corp.) seemed to be more aggressive and friendly in pushing that we come down here."

The facility opened in early 1989 and currently employs 60 people. Phillabaum says that number could grow.

George Van Hoorebeke, plant manager of Sea Nymph in Peru, sums it up: "Through a lot of hard work by the Economic Development Corp., Miami County officials and city officials, Sea Nymph now enjoys a strategic location, an efficient facility and a stable work force.

"We appreciate their efforts and are excited about the potential of this operation to create an even stronger presence for Sea Nymph and OMC in Indiana and the surrounding region."

Peru People Clinch It for Othy Inc.

Rapid growth prompted Warsaw-based Othy Inc., a manufacturer of orthopedic devices, to expand. The company decided to look for a site that also would permit future expansions.

James Hoffman, vice president, Othy Inc., explains how the Wabash-Peru area met the company's needs: "There was an abundant labor pool and that's what first attracted us to the area. Then we started looking at some financial incentives that the community offered."

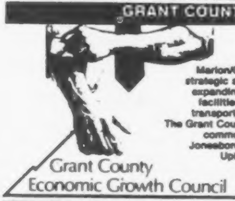
Othy could not find a building to fit the company's needs in Peru, so the company began searching for one at other nearby locations. However, with no commitment from Othy, Maggard Construction Co. started building a 15,000-square-foot facility that would meet the company's criteria.

Training grants were offered to Othy as well. But, says Hoffman, the people of Peru were the determining factor in the company's decision to locate there.

Hoffman states, "We have a number of people from the Peru area that are employed at our Warsaw plant. They have turned out to be very excellent employees as far as their skill level and attitude."

The Peru facility will create 30 jobs the first year, 150 jobs the second year, and by the third year a total of 300 jobs will be created. Operations are scheduled to begin in May.

For information contact: Steve Rockwell, executive vice president, Peru/Miami County Economic Development Corp., (317) 472-7470



GRANT COUNTY, INDIANA

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Tim Eckerle
Executive Director

Grant County
Economic Growth Council

215 S. ADAMS, MARION, IN 46953 . 317-668-5433

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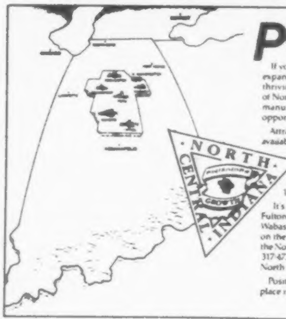

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Position your company for growth. The place is North Central Indiana.

Circle Information No. 071

ECONOMIC
DEVELOPMENT
CORPORATION

1989 COMMUNITY INVESTMENT

COMPANY	NEW 1989 JOBS	NEW 1990 JOBS	1989 PAYROLL	1990 PAYROLL	1989 INCOME TAX	1990 INCOME TAX
OTHY	30	100	187,200	1.25M	1,589	10,625
SEA NYMPH	75	100	858,000	1.25M	7,293	10,625
ELECTRO-NITE	0	75	0	1.17M	0	9,945
KOKOMO TUBE	0	50	0	832,000	0	7,072
SASCO	4	13	157,000	292,000	1,334	2,482
AMES	70	70	582,400	582,400	4,950	4,950
ED CONSTRUCTION	265(part time)	?		3.3M	28,111	?

(A. Othy - 26)
(B. Sea Nymph - 18)
(C. Electro-Nite - 121)
(D. Ames - 48)
(E. Taco Bell - 40)
(F. SASCO - 12)

COMPANY	INVESTMENT AMOUNT	DESCRIPTION
OTHY	$ 3.5 million	New building & equipment
SEA NYMPH	.5 million	Building renovation & equipment
ELECTRO-NITE	2.0 million	New building & equipment
KOKOMO TUBE	1.0 million	Additional equipment & expansion
SASCO	5.0 million	Building purchase & equipment purchase
AMES	1.0 million	New building & equipment
TOTAL:	$13.0 million	

P.O. Box 1100 • Peru, Indiana 46970 • 317-472-7470 • FAX 317-472-PERU (7378)

Mr. **Lehman**. One more.

Mr. **Yount**. Mr. Chairman and Members of the Committee, I, too, would like to speak in favor of this project and also as well thank you for your previous $3.4 million in commitments to this project.

I, too, will condense my remarks to four of what I consider the more primary economic development-related items for the project.

Number one, probably most importantly, the Hoosier Heartland Industrial Corridor will provide for badly needed growth frontiers, which will undoubtedly result in countless new jobs and millions of dollars in capital investments that seem to have passed us by in these years that we have not been able to keep up with the transportation needs of our community.

Also, every community along the route has aggressively and independently sought to improve their own business climates and growth potential by enacting special programs and supporting industrial and economic development initiatives. I guess my point to that would be I guess we're requesting help as communities that have already worked very hard at helping ourselves, and this is something that we look at as an effort that would be a joint effort between the Federal Government, the state government and local communities that have worked very hard at bringing this project about.

Number three, the project has had the unwavering support of representatives of local and state government, in addition to the support of business and citizen action groups for some thirty years.

And perhaps most importantly, such an appropriation for this project would serve to enhance and protect previous investments of time, effort and money by the state and Federal Government as well as those of the local communities along the corridor.

Please accept my sincere thanks on behalf of all citizens and businesses along the Hoosier Heartland Industrial Corridor. Without your steadfast support in the past, such a project would not have a future.

Thank you.

[The prepared statement of Mr. Yount follows:]

175a

**THE LOGANSPORT
ECONOMIC DEVELOPMENT
FOUNDATION, INC.**
300 EAST BROADWAY, SUITE 103
LOGANSPORT, INDIANA 46947-3108
TEL: (219) 722-5988
FAX: (219) 735-0909

STATEMENT OF:

MR. DAVID B. YOUNT, PRESIDENT

LOGANSPORT ECONOMIC DEVELOPMENT FOUNDATION, INC.

BEFORE THE HOUSE APPROPRIATIONS COMMITTEE

SUBCOMMITTEE ON TRANSPORTATION

APRIL 26, 1990

"HOOSIER HEARTLAND INDUSTRIAL CORRIDOR"

U.S. 24

**THE LOGANSPORT
ECONOMIC DEVELOPMENT
FOUNDATION, INC.**
300 EAST BROADWAY, SUITE 103
LOGANSPORT, INDIANA 46947-3108
TEL: (219) 722-5988
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April 26, 1990

The Honorable William Lehman, Chairman
House Appropriations Committee,
Subcommittee on Transportation
Congress of the United States
House of Representatives
Washington, D. C. 20515

RE: "Hoosier Heartland Industrial Corridor"/U. S. 24

Dear Chairman Lehman:

As President of the Logansport Economic Development Foundation, I have requested time to provide testimony in support of the Hoosier Heartland Industrial Corridor. My organization was formed as a public/private community development foundation in 1984 to develop growth strategies for Logansport/Cass County, Indiana. We have worked aggressively since that time to position our community to attract industrial investment and seek ways to improve our local economy. Through such initiatives, I came in contact with the Hoosier Heartland Industrial Corridor Association.

The City of Logansport is one of many communities between Lafayette and Fort Wayne, Indiana that have sought a four-lane highway along the path of U. S. 24. Such an effort has been underway for over thirty years and the interest has not waned in the interim. To that end, I submit the following as evidence in support of the proposed four-lane expansion of U. S. 24 which will constitute the Hoosier Heartland Industrial Corridor.

Benefits of the Hoosier Heartland Industrial Corridor:

1. The project will assist us in seeking and securing reinvestments of our existing industries by offering a greatly improved transportation system.

2. The project will greatly enhance our industrial development efforts along the Corridor.

3. The project will assist our auto-related industries between and including the Subaru-Isuzu automobile assembly plant in Lafayette and the General Motors truck assembly plant in Fort Wayne, Indiana. Obviously all businesses along the route would benefit, however, auto-related industries along the Corridor represent the area's largest collective employer between both of the cities mentioned above and of those in between.

4. Perhaps even most importantly, such a Corridor will provide for badly needed growth frontiers which will undoubtedly result in countless new jobs and millions of dollars in new capital investments.

Liabilities to Area Without the Hoosier Heartland Industrial Corridor:

1. Industrial community's dissatisfaction with our existing transportation system might very well result in a loss of jobs in our area in the near future due to inferior routes to move products in and out of our community.

2. Existing transportation disadvantages hinder our ability to help ourselves in other ways. Moreover, significant investments on the part of our community in other areas are less effective because of the overriding problem with our transportation system.

3. Logansport is the largest city in the State of Indiana not served by a limited access four-lane highway, thus adversely impacting our ability to grow at a rate similar to other communities our size.

Other Evidence In Support of the Hoosier Heartland Industrial Corridor:

1. The City of Logansport, as well as the other communities along the Corridor, have aggressively and independently sought to improve our business climate and growth potential by enacting special programs and supporting industrial development initiatives. We are approaching the Federal government only after actively helping ourselves in other equally important matters.

2. Our request is particularly timely considering the State of Indiana's commitment and desire to begin land acquisition this fall.

3. This project has had the unwavering support of representatives of local and state government in addition to the support of business and citizen action groups. It has been a top priority for many years and has gained momentum by continually adding new project advocates.

4. Perhaps most importantly, such an appropriation for this project would serve to enhance and protect previous investments of time, effort, and money by the state and federal governments as well as those of the local communities along the Corridor.

Please accept my sincere thanks on behalf of all citizens and businesses along the Hoosier Heartland Industrial Corridor. Without your steadfast support in the past, such a project would not have a future.

Sincerely,
THE LOGANSPORT ECONOMIC DEVELOPMENT FOUNDATION, INC.

David B. Yount

David B. Yount
President

Mr. LEHMAN. Thank you. As you know, Senator Coats was here and spoke for this previously, and probably the best thing you can do for the economic development of the Hoosier Corridor is be sure this is also in the Senate bill, because you know how we have to trade in conference. Thank you very much. Mr. Coughlin.

Mr. COUGHLIN. Thank you, Mr. Chairman. There's a lot to a name—how can anybody be against the Hoosier Heartland Highway? Why do you need a demonstration project? Why isn't this funded out of your normal highway funds in Indiana?

Mr. JONTZ. The state has made a very big commitment to this project, from our regular highway allocations and from state lottery revenues. And the fact that the Federal money has been there, I think, has been one of the factors that has led the state to make such a big allocation of its own resources. The situation is quite simply I'm sure that facing many other states—the needs are so far greater than what the revenues are. And what the Federal Government, your committee, has been able to do has just been very, very helpful in seeing the project forward and we have really moved this project up the list over the last three or four years. As the benefits of it became more apparent, the state has made a much greater commitment and the commitment of the state is going to continue.

Mr. COUGHLIN. You're saying that this is not, however, at the top of the Indiana Department of Highways or whatever your appropriate department is, at the top of their priority list.

Mr. JONTZ. Well, it's in the upper tier of their priority list, and that is why they are putting a great sum of money forward. The state's commitment to the project so far has been $3.7 million, and as we get into the construction phase, it will be much, much more than that. So it is one of the priorities for the state, and the letter from Mrs. Christine Letts, our State Highway Commissioner, that I submitted for the record will reiterate that.

Mr. COUGHLIN. Thank you, Mr. Chairman.

Mr. LEHMAN. Thank you very much. The next group is I left my heart in San Francisco. We're privileged to have my special friend Don Edwards here today, as well as Mr. Lantos and Mr. Mineta. You may proceed.

THURSDAY, APRIL 26, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, SAN FRANCISCO BAY AREA

WITNESSES

HON. DON EDWARDS, U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

HON. TOM LANTOS, U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

HON. NORM MINETA, U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

RON DIRIDON, CHAIRMAN, METROPOLITAN TRANSPORTATION COMMISSION

TOM NOLAN, MTC BOARD MEMBER

FRANK WILSON, GENERAL MANAGER, BAY AREA RAPID TRANSIT DISTRICT

HON. PETE STARK, U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

HON. GEORGE MILLER, U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

Mr. EDWARDS. Thank you very much, Mr. Chairman. I bring you thanks from the more than 5 million people of the Bay Area for the wonderful cooperation we've had in the past.

As you know, Mr. Chairman, last year was a very exceptional and tragic year for the Bay Area. We had an earthquake, the Loma Prieta earthquake, that caused more than $10 billion in damage. A lot of wonderful people were killed, a lot of homes were lost. But our public transportation systems really saved the day. We had great losses in bridges and overpasses and things, but public transportation never broke down. BART ran through the tunnel under the Bay hardly without stopping. It was just extraordinary, and points up again how key to a developing state like California that has 30 million people now and in ten years will have probably 40 million people, mass transit is.

Norm and I and Tom are here today to introduce Rod Diridon, the Chairperson of the Metropolitan Transportation Commission. As you know, Mr. Chairman and Mr. Coughlin, the Honorable Ron Diridon is one of the world experts on mass transit and has done a wonderful job for our area. He is also a member of the Board of Supervisors for the County of Santa Clara.

Also testifying will be MTC Board Member Tom Nolan, who serves on the San Mateo Board of Supervisors, and Frank Wilson, General manager of the Bay Area Rapid Transit District.

Thank you again for allowing us to be here today.

Mr. MINETA. Mr. Chairman and Members of the Transportation Subcommittee, as always, it is a distinct privilege to have this honor to appear before this very distinguished and hardworking panel. I am especially pleased to be here in conjunction with my Congressional colleagues from the San Francisco Bay Area, and our experienced and knowledgeable witnesses from the Metropolitan Transportation Commission, MTC; San Francisco Bay Area Rapid Transit District, BART; and the San Mateo County Transit District, Samtrans.

The fiscal year 1991 funding request which we make today will allow the Bay Area to continue the projects that were initiated last year with funds approved by this panel and the Congress. Those projects include the extension of BART to Colma from its present terminus in Daly City, and the extension of Santa Clara Transit's light rail system in the Tasman Corridor.

These two projects represent far more than just two separate capital investments. The BART Colma station and the Tasman light rail extension in Santa Clara County are just a portion of MTC's overall rail program.

Developed cooperatively by the 23 San Francisco Bay Area Transit operators, numerous city and county officials as well as the State of California, the rail program covers four systems: BART, San Francisco Muni Metro, CalTrain Commuter Rail, and lastly the Santa Clara County light rail.

The overall cost of MTC's programmed rail improvements in 1987 dollars is $2.4 billion, with only 29.4 percent requested from the Federal Government. The remainder of the funds come from an impressive array of local sources, including county sales taxes, regional bridge tolls as well as $200 million in state assistance. Clearly, transit is a major priority in the San Francisco Bay Area. Our voters have proven time and time again that they are willing to pay their share of the costs.

Against this degree of local commitment, I would say that Federal participation in our regional rail program must be viewed as a good investment. For the fiscal year 1991 transportation appropriations bill, we are seeking an earmark of $60 million in UMTA Section 3 new start funds to keep the BART Colma and Tasman light rail projects on schedule. Details on both these projects and their current status will be provided by our local witnesses from MTC, BART and Santa Clara County.

I would like to share with you some of my own observations on the future of our transportation programs. As you know very well, Mr. Chairman and Mr. Coughlin, the Surface Transportation Subcommittee of the House Committee on Public Works and Transportation which I have the privilege to chair has already started the onerous task of reviewing the existing Federal Highway and Transit Assistance programs. We have held five days of reauthorization hearings in Washington so far, and intend to begin regional hearings throughout the nation later this summer.

Obviously, my Subcommittee is at a very early stage in our program review. Nonetheless, I am comfortable saying to you that we must now begin to make up for reduced Federal spending on our transportation infrastructure. As Members of the Transportation Appropriations Subcommittee here, you are all as familiar as I with the ever shrinking Federal role in repairing and expanding our highway network and mass transit systems. You also know how much Federal disinvestment has cost us as a nation in terms of our ability to compete in the international marketplace and to maintain and improve our quality of life.

In this context, I urge the Subcommittee to provide for spending of the unobligated balances in the Highway Trust Fund, including the mass transit account, and to appropriate the full CBO baseline amounts for UMTA's formula grant programs.

By doing so, we can catch up and start getting ahead of the curve to develop the kind of transportation network that is needed to clean up the air, efficiently move goods in interstate commerce, safely and efficiently get people from home to work and recreational destinations.

The San Francisco Bay Area has put together an exciting and ambitious set of transit plans and projects for the nine-county region. They have also been willing to put their money on the line. Mr. Chairman, I believe that Congress should do the same. We should meet their commitment with our own. At less than 30 percent, it's not even meeting them halfway.

Again, Mr. Chairman and Mr. Coughlin, I ask for your consideration of these requests made by these very fine operators of progressive transportation systems in a progressive area.

Thank you very, very much.

Mr. **Lantos**. Thank you very much. Mr. Chairman, Mr. Coughlin, first I'd like to associate myself with the comments of the distinguished dean of our delegation, Congressman Edwards, and with those of my friend, Congressman Mineta, who is one of the nation's recognized authorities on transportation.

I just would like to add a few points. Number one, we in fact missed the boat in the Bay Area many years ago when we failed to develop a system-wide transportation net. Some of us are old enough to remember——

Mr. **Lehman**. You missed the train, not the boat.

Mr. **Lantos**. We missed everything. We missed everything.

I remember over 30 years ago, Mr. Chairman, I testified before the Board of Supervisors of my county, San Mateo County, pleading with that board just to put the issue on the ballot. The issue was never put on the ballot and the voters of my county, San Mateo County, never got an opportunity at that time to vote on this entire matter. Our local communities and counties have now done that and we are now paying through the nose.

San Mateo County's buy-in was executed last month. It was a very expensive and very significant buy-in and we are very much looking forward to Federal participation.

I also think it's important to underscore, as Don Edwards did, that our public transportation system really held the Bay Area together during the very difficult days following the earthquake. It is a marvelous system potentially, and with the two projects we are requesting, it will be better yet.

I would like, before I conclude, to pay special tribute to the quality of our regional leadership in the transportation field. Ron Diridon is a superb leader in regional transportation who has devoted endless hours and provided remarkable leadership to this, as has my friend and colleague from San Mateo County, Tom Nolan, who is our leader on transportation in my county, and Frank Wilson of BART. We earnestly ask you to give us the support and help you have done in the past. We appreciate your past help.

Mr. **Edwards**. Mr. Chairman, may I ask that the testimony of my good friend, Congressman Pete Stark, who is unavoidably unable to be here, be made a part of the record.

Mr. **Lehman**. No objection.

[The prepared statements of Mr. Stark and Mr. Miller follow:]

181a.

FORTNEY H. (PETE) STARK
9TH DISTRICT, CALIFORNIA

COMMITTEES:
WAYS AND MEANS
DISTRICT OF COLUMBIA
SELECT NARCOTICS

CONGRESS OF THE UNITED STATES
HOUSE OF REPRESENTATIVES
WASHINGTON, D.C. 20515

Pete Stark

April 26, 1990

TESTIMONY OF CONGRESSMAN PETE STARK
House Appropriations Committee
Subcommittee on Transportation

Chairman Lehman and members of the Committee, thank you for providing me with the opportunity to express my support for the Metropolitan Transportation Commission's FY 1991 funding request of $60 million for the rail extension program in the San Francisco Bay Area.

I am proud to say that state and local taxpayers have funded more than 75% of the BART system to date and will cover over 62% of the total cost of MTC's proposed extensions. We do, however, still need federal assistance ($60 million) in order to keep the proposed projects on schedule.

After the October 17th earthquake, when the Bay Bridge -- the main artery from the East Bay to San Francisco -- was out of commission, BART performed admirably. Ridership increased by 70% and BART carried over 350,000 people a day on a 24 hour schedule with no major problems. BART was the key component in getting people from their homes in the East Bay to their jobs in San Francisco and was shown again to be a viable alternative to commuting by car.

In this decade of the environment, BART is key for getting us out of our cars and onto public transit. An expanded BART system will be crucial to achieving new clean air standards in the Bay Area. We are all aware of the environmental problems the world faces and one obvious solution is to utilize mass transit.

With the thaw in the Cold War, there has been increasing concern about the loss of jobs in the industrial sector. It has been reported that California could lose an estimated 200,000 defense related jobs by 1995. Today's headlines report that the Army is considering a 200,000 person reduction. If this Subcommittee were to push for a National Campaign for Mass Transit, many of these people could be employed in the construction of mass transit systems and many more could be employed in the construction and operation of these mass transit systems. A National Campaign for Mass Transit could serve two purposes -- to employ those who have lost their jobs through the changes in Eastern Europe and to clean up the environment. To help make such a campaign possible, I believe we should increase the gasoline tax one cent and earmark the money to the Mass Transit Trust Fund.

Again, I urge the Committee to give favorable consideration to MTC's FY 1991 funding request. Mr. Chairman, thank you for your time.

THIS STATIONERY PRINTED ON PAPER MADE WITH RECYCLED FIBERS

Statement of
Congressman George Miller
to the Subcommittee on Transportation
Committee on Appropriations
April 26, 2990

Mr. Chairman and members of the Subcommittee, I am pleased to appear again with my colleagues form the Bay Area delegation on behalf of funding for several of our local transit projects in northern California. This Subcommittee has been very helpful to us in addressing our region's transportation needs, and we very much hope you will again be able to support our requests.

This past year has been a very important one for the project on whose behalf I am most concerned today: the Bay Area Rapid Transit system.

During the recent earthquake, it was the BART system that played the key role in mitigating the potentially disastrous effects that threatened to paralyze Bay Area commerce and traffic. While highways and bridges were crippled, BART performed flawlessly, carrying over 350,000 daily -- an increase of 150,000. That achievement is testament to the efficiency, and the importance, of the BART system.

This past year has also witnessed a continuation of the strong local support for expansion of BART both on the Peninsula and in the East Bay.

Residents of the five counties affected by the expansion have voted substantial increases in their sales tax and increases in bridge tolls, with proceeds directed to the BART expansion project. In addition, San Mateo County has approved a transfer of $200 million to help fund BART expansions in Contra Costa County and Alameda County.

In all, over 62 percent of the Bay Area expansion projects will be funded by local funds, which I think demonstrates the strong support these projects enjoy and our commitment to their construction.

Last year, the Congress -- beginning with this Subcommittee -- joined that cooperative effort with the first installment of funds for the BART expansion plan. This year, we are seeking the second phase of $60 million to support the federal portion of the BART and Tasman projects.

It is clear that we must continue this investment in mass transit in California. Over the past two decades, traffic in our state has grown five times faster than freeway construction. In another 20 years, there will be 9 million more Californians driving 41 percent more cars. According to one study, freeway congestion could be five times worse in 2010 than it is today.

This is why we need an investment in mass transit. We will not be able to build freeways fast enough, and our air quality and other environmental concerns cannot tolerate a relentless expansion of highways, cars and pollution.

The people of Contra Costa County and the other Bay Area counties have dug deep into their own pocketbooks to put their money behind this expansion project. We have reached an unprecedented regional agreement to share funds in order to best serve all the areas of the region.

We call upon you to keep this important program on track by providing us the $60 million we need in FY91 to assure that federal government continues to contribute its reasonable share to the BART expansion effort.

Thank you for your attention and your support to my testimony and to that of the entire delegation.

***

Mr. Lehman. Mr. Diridon, do you have a statement?

Mr. Diridon. Mr. Chairman, we are sensitive to your time requirements and so we'll be very brief and can be comfortably brief because of the wonderful introduction that's just been offered by our fine delegation. I think they've covered most of the points that are salient and we'll try to fill in the gaps and we'll do so with great brevity.

The other gentlemen on the panel have already been introduced, so I'll move on down through the reinforcement note on the earthquake. It was a terrible occurrence for the Bay region, but to summarize the situation, the highways fell down, transit kept operating. It's our business now to make sure we have more of what keeps operating and that's why we want to extend our transit system.

The programs we're talking to you about in terms of those transit systems are four within our nine-county Bay region, our master plan for expansion by the Metropolitan transportation which includes 97 cities, 9 counties and 23 different transportation agencies. As you can imagine, consensus with that size group is very difficult. We do have consensus on the master plan we're giving you. It is a unanimously supported plan, even to the extent of having all of our Congressional delegation in support.

It foresees in the future four BART extensions, nine live rail extensions and bus lead expansions and so on. I'll not go into more detail on that, except to refer you to the map which is at the back of the packet so that you can get a sense of how the system is beginning to circumnavigate the Bay and develop the feeder lines into the other metropolitan areas so that we will have the kind of mass transportation systems that many of the eastern and European cities have had for so many years but has never been completed in the San Francisco Bay region.

I'll note again the fact that the master plan that we have is to increase the system by 23 miles by the turn of the century, a $2.3 billion package of expenditures, of which again only 29.4 percent is paid for by the Federal Government, while the remainder is paid for by state and local resources, most of which comes from local half cent sales taxes and bridge toll programs that have been adopted by our local voters.

I would refer you please to the last graph in the package, if you would. It looks like this and it describes the sharing of financing—it's the very last page in your package, Mr. Chairman—that has occurred and the radical reduction in Federal share over the last several years, while the local share is attempting, with great effort, to maintain the slack but indeed we are dropping behind, even though the local share is increasing.

So we're here to first thank you for the $28.5 million you gave the Bay region last year for the BART Colma station and San Francisco Airport extension of BART, and for the Tasman Corridor project in Santa Clara County. We're here to ask for the next installment of that program this year, and as Congressman Mineta mentioned, it's a $60 million earmark from the new starts package which would be distributed by the Metropolitan Transportation Commission on the basis of whichever project is ready to go in the coming year and indeed they both will be ready to go and absorb their proportional shares of that amount.

I will close my comments by focusing just for a moment on the success of your Guadalupe Corridor project, and I say it's "your" project because indeed you funded it. That is a 21-mile project in Santa Clara County which is half constructed now. That 9-mile portion which is half constructed, we were told by the engineers would carry 3,000 to 5,000 people a day; indeed, last month it averaged 8,650 people per day which is more than twice what was estimated by the engineers, and the ridership will be even higher this month. It's a tremendous success, we have people coming from all over the world to look at it now, and whenever we do that, they ask where the funding comes from, and we're very proud to say that the Federal Government was a 50 percent partner in that project.

That project would be expanded by the Tasman project which was described by our introducers; I'll not go further into that except to remind you that it is a 12-mile extension that kind of crosses the T on the north end of the Guadalupe Corridor project, bringing people from the residential east side of Santa Clara Valley into and through the Guadalupe Corridor project and into what is called Silicon Valley in the Mountainvale and Sunnyville area where the huge Lockheed and Hewlett-Packard and Apple Computer and so on are located.

That's the most congested corridor in the northern part of the state of California, and we certainly do need the relief in that corridor. We are ready to go when you can provide us the funding, and we're here request that funding with all appreciation for the prior assistance that you've offered.

Let me introduce now Supervisor Tom Nolan, who is the Chair of the San Mateo County Transportation Agency, SAMTRANS, and he has a special comment in regard to the good cooperation and negotiations that are going on between SAMTRANS and BART.

[The prepared statement of Mr. Diridon follows:]

Testimony of MTC
House Appropriations Committee
Subcommittee on Transportation
April 26, 1990
Washington, D.C.

Chairman Lehman and members of the Committee, I am Rod Diridon, Chairman of the Metropolitan Transportation Commission and member of the Santa Clara Board of Supervisors. With me today is fellow MTC Commissioner Tom Nolan, who is also a member of the San Mateo Board of Supervisors and Board member of SamTrans, the transit operator for the County. We are joined by Frank Wilson, General Manager of the Bay Area Rapid Transit District - BART.

We thank you for providing us with the opportunity to present an update on the development of our rail extension program in the San Francisco Bay Area.

We would also like to tell you briefly of the significant role transit played in maintaining mobility following the October 17, 1989 Loma Prieta Earthquake. When the main artery between the East Bay and San Francisco, the Bay Bridge, was rendered unusable and key highway connections permanently damaged, transit in the form of trains, buses and ferries provided commuters with viable alternatives. While the earthquake was a tragedy for citizens in the Bay Area, many important lessons were learned. Among these was the critical role transit must continue to play in providing mobility throughout the region. BART saw its ridership increase by over 125,000 per day during the time of the Bay Bridge closure. An instant ferry fleet carried an additional 20,000 commute trips.

In the nine-county Bay Area, MTC is the sponsor of the overall rail improvement program which includes proposed extensions for four separate but interconnected systems. These four systems include the BART heavy rail system, the Santa Clara County light rail system, CalTrain commuter rail service, and the San Francisco Muni Metro system. We will describe and illustrate the improvements and extensions on these four systems as they have been adopted in MTC's New Starts and Extensions program and, in this context, present to you our funding request for FY 1991.

(1860d/2)

In the attached map of our rail extension program, the full scope of our plan can be seen. Existing rail services are depicted by solid heavy lines. Muni and CalTrain extensions are represented by dots and dashes while BART and Santa Clara extensions are illustrated by black dashed lines and dots. Both the Muni Metro extension and the CalTrain southern extension are being financed by funding commitments which predate MTC's adopted extension program. The remaining BART, Santa Clara and CalTrain extensions, which represent 35 miles, are estimated to cost $2.3 billion.

We are proud to report to you that 61.5 percent of the total cost of these projects will be covered with local funds. Of the remaining costs, the program calls for 8.5 percent funding from State grants and 29.4 percent from proposed federal grants. The local commitment has several components. Voters in five of the nine Bay Area counties have approved local sales tax measures to support transportation, providing $1.3 billion in local sales tax support. Voters also overwhelmingly approved a regionwide bridge toll increase to provide another $150 million. In addition, BART and SamTrans have reached an agreement which provides for a $200 million transfer of local funds from SamTrans to BART. Finally, the California Transportation Commission has pledged $200 million to the plan.

The federal contribution is nonetheless vital. In FY 1990, the Congress approved a $28.5 million federal earmark for BART Colma Station construction as part of the BART extension to the San Francisco Airport and for preliminary engineering for the Tasman corridor extension in Santa Clara County.

In FY 1991, we seek the next installment, the $60M New Starts funding earmark needed to keep the BART Colma and Tasman projects on schedule. The division of earmark funds by MTC to the two projects will be based on regional priority and project readiness.

In addition, we seek Congressional support for $35.4 million in discretionary Rail Modernization funds for the San Francisco MUNI Metro Embarcadero Turnback. Completion of this project includes construction of a

(1860d/3)

tunnel extension, break-out to grade, and four track stub terminals at grade. The Administration has already provided $10 million for this rail modernization project and we are hopeful they will provide the additional discretionary funding we have just described.

In a moment, Tom and Frank will briefly describe the BART extensions. I will bring you up to date on developments in my county, Santa Clara. The current ridership figures on Santa Clara County's partially completed Guadalupe Corridor Light Rail System proves that riding public transit is a convenient, economical and efficient alternative to the automobile. The ridership on the currently operational 9-mile segment of the 20-mile system has steadily increased since start of service in December 1987. Weekday ridership exceeded 8,650 in March, far surpassing the original projections on this short segment. The entire 20-mile light rail system is scheduled to open in the Summer of 1991. We thank you for your past financial commitment and support which made the Guadalupe Corridor project possible.

Currently, the Santa Clara County Transit District is pursuing the Tasman Corridor as this County's highest priority new corridor for construction in the 1990s. The corridor runs approximately 12 miles east to west along Tasman Drive, parallel to State Highway 237 and travels through northeast San Jose and Milpitas to the Sunnyvale and Mountain View areas. Improvements in this corridor will contribute to a coordinated and balanced regional transportation system providing improved service to East Bay residents who hold jobs in the heart of the Silicon Valley and by providing traffic congestion relief on Interstate 880 and State Route 237.

My colleagues will now outline briefly the BART/SamTrans agreement which is central to the substantial local funding found in our proposal.

First, Tom Nolan on San Mateo County's role. Frank Wilson will then tell the BART story.

(1860d/4)

TOM NOLAN:

Good afternoon, Mr. Chairman and members of the Committee. I would like to bring you up to date on the agreement between SamTrans and BART regarding extension to the San Francisco Airport and emphasize the major local commitment to the rail extensions program made by this region and my county in particular.

I am happy to report to you today that, after three years of negotiations, SamTrans and BART have approved a final agreement allowing for an extension to the San Francisco Airport. Under the agreement, SamTrans will pay BART $350 million over the next 10 years as the district's share of the $600 million project and to help finance three East Bay BART extensions. The congressional earmark we seek this year will go a long way towards making the SamTrans BART buy-in operational.

As examples of our local commitment, I would point to the fact that San Mateo County's voters have approved 2 separate 1/2 cent sales tax measures for transportation purposes. The first 1/2 cent measure was approved in 1974. Approximately 10 years later, voters authorized use of these sales tax revenues for BART. In 1988, voters once again approved another 1/2 cent sales tax for transportation including CalTrain improvements. Altogether, SamTrans is pledging almost $600 million to the $2.4 billion rail extension program outlined for you earlier.

While local support in the MTC region is strong, with a majority of our counties approving local sales tax measures for transportation, federal dollars remain a vital component of the transit funding partnership.

Frank Wilson, General Manager of BART, will elaborate further on our request.

(1860d/5)

FRANK WILSON:

Mr. Chairman and members of the Committee, on behalf of the 6 million people who live, work and travel throughout the San Francisco Bay Area, I appreciate the opportunity you have given us to bring you a very brief but essential message.

BART is now ready to build a $1.6 billion four-line rail system extension program.

The specific earmark we are requesting in Fiscal Year 1991 is for the Colma station which is the first segment of the BART extension to the San Francisco Airport.

But I do not want to use the precious few minutes we spend together today to talk to you about a station, or a line, or a project. I am here today to seek your support for an enterprise that has and will continue to have a profound impact on the vitality of a major urban center in the country.

The BART extension program embodies at least two important federal transportation priorities, namely improved coordination of transportation modes and productive public sector cooperation.

The BART program unites two regional railroads, an interstate freeway and two international airports.

The financial footings that support this program have been forged from the commitments of every level of government and the people of the Bay Area.

- Voters have imposed taxes on themselves;
- County and state governments have generated and allocated substantial user fees; and
- Federal participation is the catalyst and essential ingredient in the formula that links all other sources of funding.

(1860d/6)

This is not a textbook dissertation on how governmental partnerships should work, but a real world example of "politics being the act of the possible."

Our program is only possible because of the political will to see government work for the benefit of the Bay Area.

The partnerships we have created, the plans we laid, the systems we operate and the impact we create cannot be described in two minutes or even two weeks.

But we believe we have captured the time story of BART in this little Black Box.

I submit to you that this little Box contains the proof that the future of the Bay Area is linked to the future of BART.

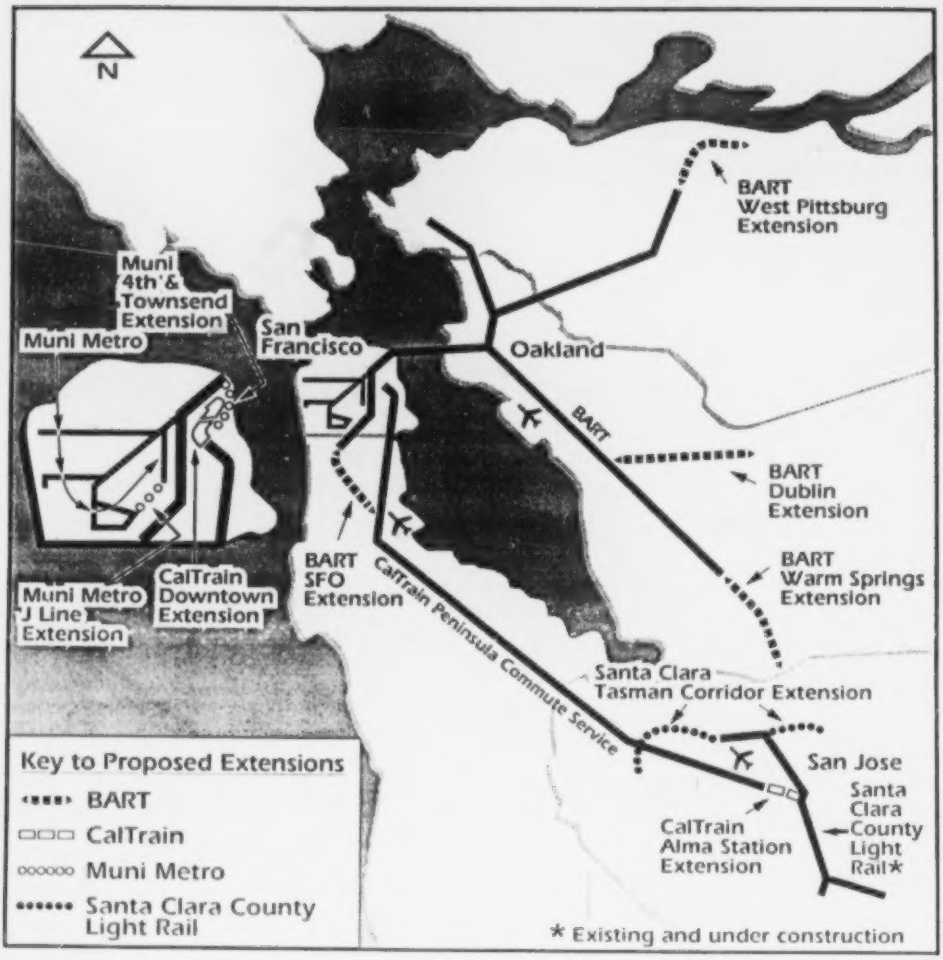
I also submit to you that this committee can play a starring role in the true life success story on how "BART saves the Bay."

I dare you to take a peek.

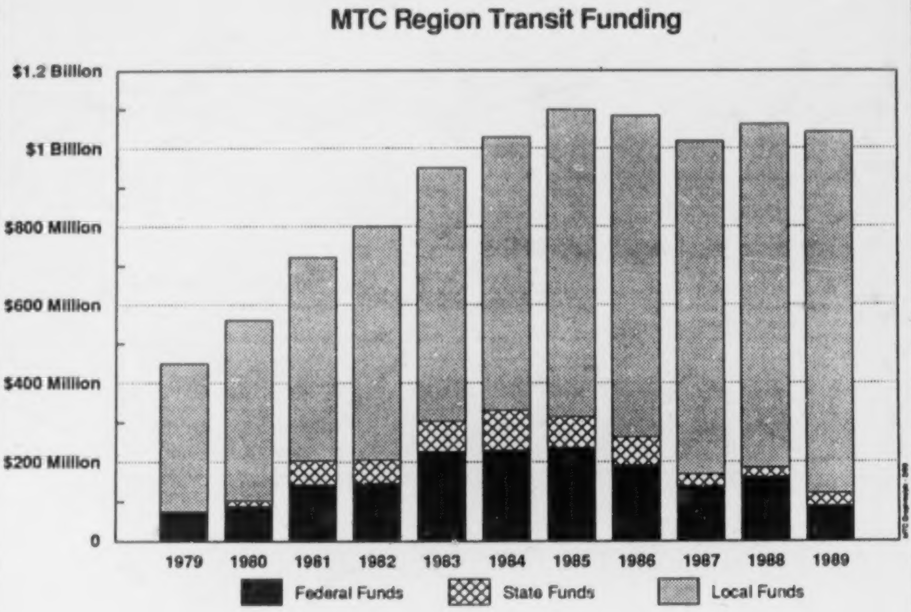
FACT SHEET ON BART COLMA STATION PROJECT

- The Colma Station will be located 1.5 miles south of the existing Daly City BART Station in unincorporated San Mateo County, adjacent to the town of Colma and next to our new shop and yard facility.
- Patronage: approximately 15,000 trips per day.
- Cost: $117 million; 25 percent funded locally by SamTrans, 75 percent by the federal government.
- Station ideally located, directly accessible from both Interstate freeway (I-280) and a major arterial serving several San Mateo County cities. Parking - approximately 2,200 spaces.
- Colma Station will serve three primary purposes: It will (1) relieve the heavily utilized and congested Daly City Station, (2) provide improved access to BART for San Mateo County residents, and (3) it is the initial segment on the extension to the San Francisco Airport.
- Daly City is our most heavily utilized station outside of downtown San Francisco, with over 80 percent of the current patrons coming from San Mateo County. San Mateo County's demand for BART will continue to expand because of anticipated employment and population growth in Northern San Mateo County over the next decade.
- Final Design on the Colma project in October 1990.
- Construction will begin one year later: October 1991, with completion scheduled for 1995.

MTC Rail Extension Program


N
BART West Pittsburg Extension
Muni 4th & Townsend Extension
Muni Metro
San Francisco
Oakland
BART
BART Dublin Extension
BART Warm Springs Extension
BART SFO Extension
CalTrain Peninsula Commute Service
Muni Metro J Line Extension
CalTrain Downtown Extension
Santa Clara Tasman Corridor Extension
San Jose
Santa Clara County Light Rail*
CalTrain Alma Station Extension
Key to Proposed Extensions
BART
CalTrain
Muni Metro
Santa Clara County Light Rail
* Existing and under construction

Resolution No. 1876, April 6, 1989



Local Support Strong, State/Federal Funds Still Vital

- Over the past ten years, local funds have provided an increasing percentage of the support needed for transit in the MTC region.
- Voters of the five largest Bay Area counties have approved separate half-cent sales tax measures bringing to a full one percent the tax levied to support transportation. The region is now close to the limit in its ability to provide additional local revenues.
- While local support is strong, federal dollars remain a vital component of the transit funding partnership.

Mr. **Nolan**. Mr. Chairman, Mr. Coughlin. About one year ago when we appeared before you, we had two needs: one was for the earmark which you provided us; the other was for ourselves in San Mateo and the BART district to come together and form an agreement. I'm happy to report that agreement was signed earlier this year, and under that agreement, my county will pay BART $350 million over the next ten years as the district's share of the $600 million project. You've helped finance three other BART projects in the east Bay.

The earmark we seek this year will go a long way toward making the SAMTRANS BART buy-in operational. As examples of our local commitment, I'd like to point out a couple things. One, is the voters of San Mateo County have approved two separate half cent sales tax measures for transportation purposes; the first in 1974 and approximately ten years later, the voters authorized use of these sales tax revenues for BART. In 1988, voters once again approved another half cent sales tax for transportation, including the CALTRANS improvements. All together, my county, Mr. Chairman, is pledging almost $600 million to the $2.4 billion rail extension program outlined.

While local support in the region is strong and the majority of our counties are approving local sales tax measures for transportation, the Federal dollars remain a vital component for the future of transit funding in the Bay area.

At this point, I would like to ask Mr. Frank Wilson, General Manager of BART, to make a few comments. Mr. Wilson.

Mr. **Wilson**. Mr. Chairman, Mr. Coughlin, on behalf of the millions of people who live, work and travel throughout the San Francisco Bay Area, we appreciate the opportunity give us today to bring you a brief but very essential message.

BART is now ready to build a $1.6 billion four-line rail system extension program. The specific earmark we're requesting in fiscal year 1991 is for the Colma station, which is the first segment of the BART extension to the San Francisco Airport. I do not want to use the precious few moments we spend here together today to talk to you about a station or a line or even a project. I'm here today to seek your support for an enterprise that has and will continue to have a profound impact on the vitality of a major urban center in this country.

The BART extension program embodies at least two important Federal transportation priorities, namely, improved coordination of transportation modes and productive public sector cooperation. The BART program unites at least five significant public transit systems, two regional railroads, numerous interstate highway systems, and two international airports.

The financial footings that support our program have been forged from the commitments of every level of government and the Bay area. Voters have imposed taxes on themselves. City, county and state governments have generated and allocated substantial user fees, and the Federal participation, while it represents under 30 percent of the total project cost, is the catalyst and essential ingredient in the formula that links all other funding sources.

This is not a textbook dissertation on how a Government partnership should work, but is a real example of partnerships that are working. It's an example of politics being the art of the possible.

Our program is possible because of the political will to see government work in the Bay area. The partnerships we've created, the plans we've laid, the system we operate and the impact we create cannot be described in two minutes or even in two weeks. But we believe we have captured the true story of BART in this little black box, and I submit to you that this little black box, which I will leave with the Chairman, contains the proof that the future of the Bay area is inexorably linked to the future of BART and its extension program.

I also submit that this committee can play a very major role in this true life success story in how BART saves the Bay day after day. So I invite the Committee to take at peek at this evidence.

Mr. LEHMAN. Thank you very much for your testimony. You are certainly well represented both at the staff level and the delegate level from your area.

Mr. DIRIDON. Mr. Chairman, since we did summarize our presentations, we would ask that the verbatim transcript be entered in the record.

Mr. LEHMAN. Of course. Mr. Coughlin.

Mr. COUGHLIN. Just very briefly. First, I would note that the state funding has gone down fairly substantially over the past number of years. Is there any particular reason for that?

Mr. DIRIDON. I'd like to respond to that. Yes, I believe we've had a couple of governors, one Democrat and one Republican, who have been very backward in terms of their support for mass transportation. That I hope will be turned around by election day, not today but this year in June, on the first Tuesday, when three ballot measures are before the public that will create $1 billion for rail purely; $19 billion for rail and highways; and then another separate ballot measure for another $1.9 billion for rail again. And if that passes, of course, the state's portion will go up very similar to the local portion and then what we will need to complete our master plan will be the third leg of the stool, which is the Federal portion. And, as you know, a two-legged stool doesn't stand up very well at all.

Mr. COUGHLIN. Can anyone tell me about what proportion of the operating costs of the Guadalupe corridor—the Santa Clara light rail extension recovers from the fare box?

Mr. DIRIDON. Mr. Coughlin, we have not yet begun to measure that because the system is only half complete. It won't be completed until September of 1991. At that point, because the ridership is much, much higher than we would ever have imagined, we would expect it to exceed the engineer's estimates, which were 75 percent fare box recovery.

Mr. COUGHLIN. Thank you, Mr. Chairman.

Mr. LEHMAN. Thank you, Mr. Coughlin. Congressman Jack Brooks. It's a pleasure to have you, Jack.

Mr. BROOKS. Mr. Chairman, it's a pleasure to be here.

Mr. LEHMAN. I think we have about six or seven minutes; do you think you can do it in that time?

Mr. **Brooks**. I'll do it before these distinguished spokesmen are out of the room.

Mr. **Lehman**. All right.

Thursday, April 26, 1990.

FEDERAL AVIATION ADMINISTRATION, JEFFERSON COUNTY AIRPORT

WITNESS

HON. JACK BROOKS, U.S. REPRESENTATIVE FROM THE STATE OF TEXAS

Mr. **Brooks**. I'm here to request $5 million to fund and replace a 36-year old dilapidated control tower at the Jefferson County Airport in my district.

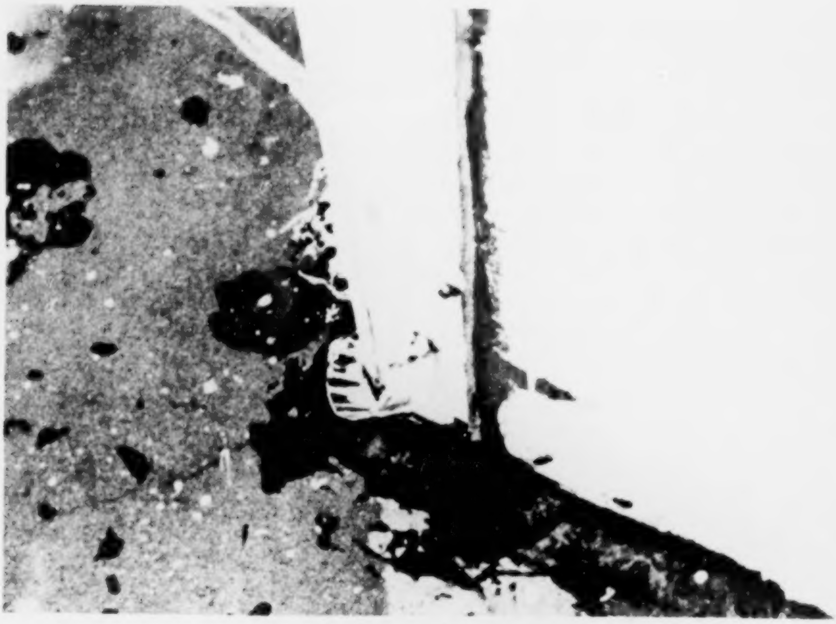
The tower has deteriorated so badly that it's now in violation of several OSHA standards. The FAA officials have called the tower a "fire trap". The walls and the tower roof have leaked to such an extent they're rotting away. I have some photographs which I have attached to my statement for you which show the extent of that decay which I am including. The tower is not able to fulfill its purpose of ensuring safe air transportation, especially in light of the increasing level of flight activity at the airport. We're getting a few more people in there, business is beginning to moveu just a little bit, and because of the tower's need for substantial repairs and the lack of room for expansion, critical safety enhancement equipment, which is available, can't be placed in the tower.

This level of funding was originally requested by the FAA officials in their DOT fiscal year 1991 budget. But because the DOT didn't feel that the tower was a worthy enough project, it was taken out of their final budget submission. And we strongly disagree with DOT's assessment, and we certainly would appreciate your favorable consideration of this essential request.

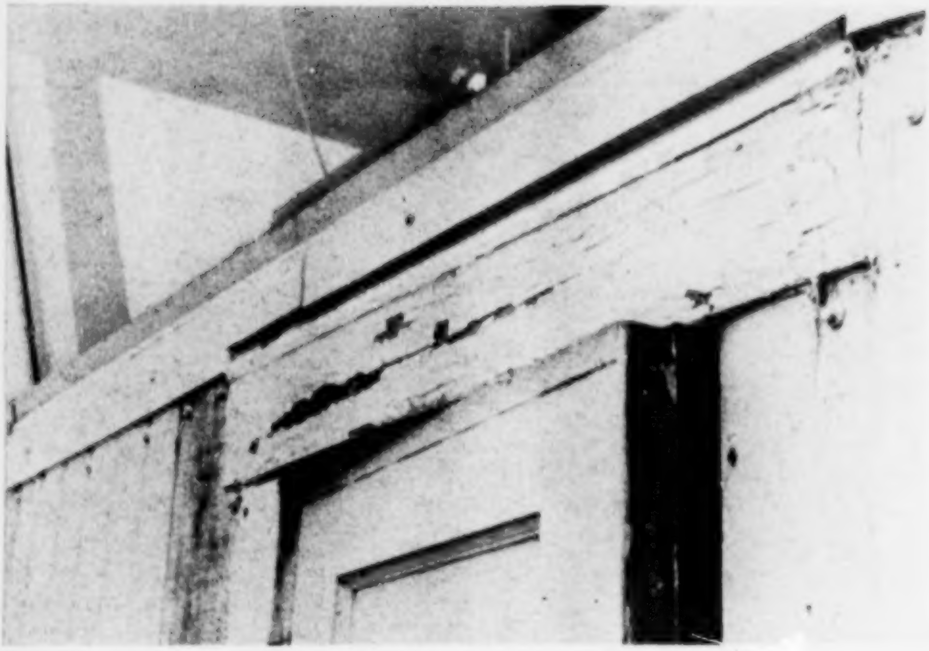
I want to thank you for the opportunity to testify. If I can provide any additional information, let me know.

[The information follows:]

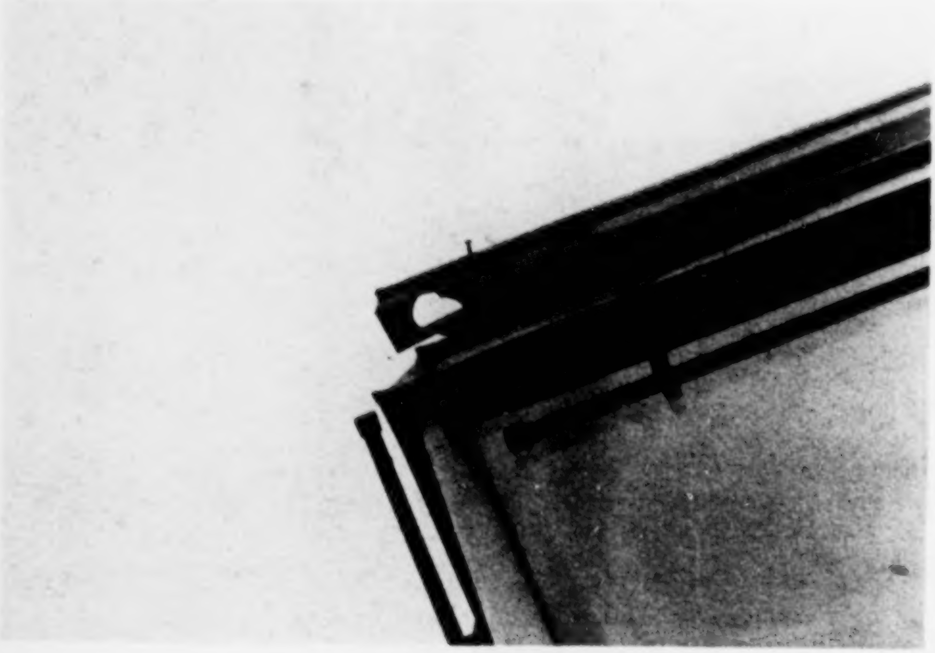
Exterior wall rot and walkway cracks



Tar sealing does not stop
leaks into all lower floors

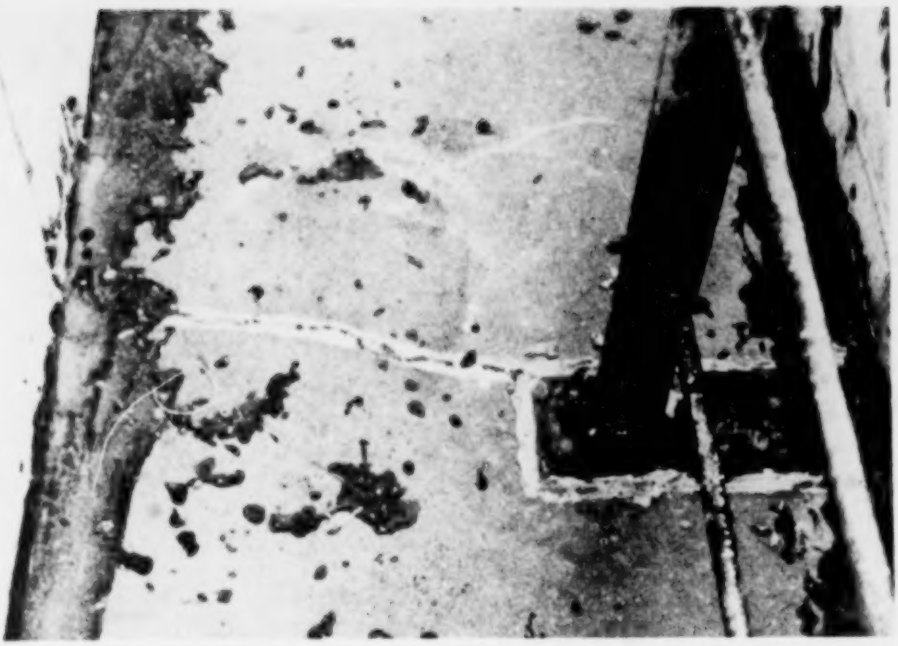


Exterior door to catwalk

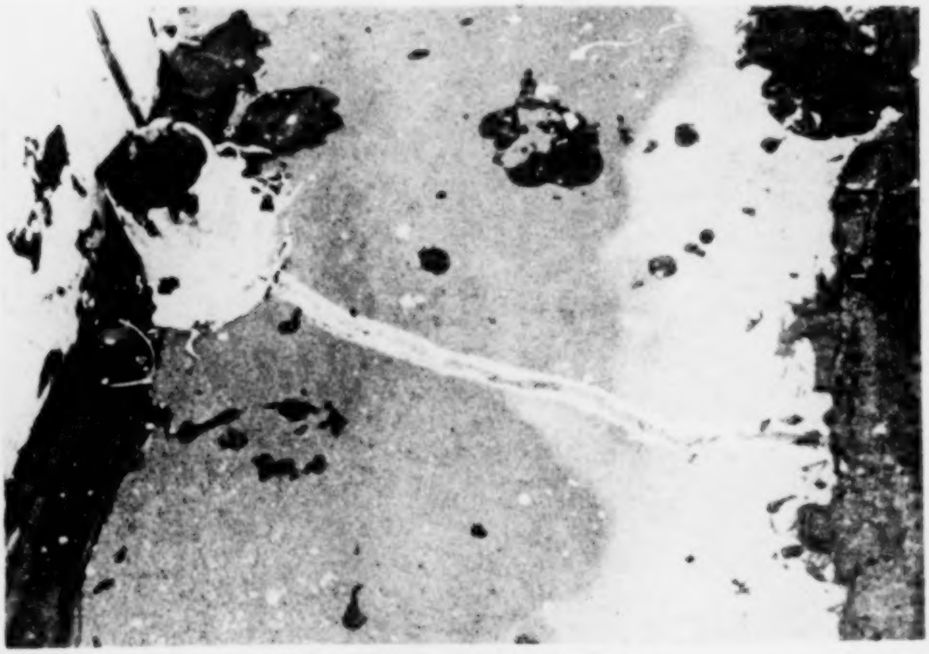


Eave rot above tower windows

3

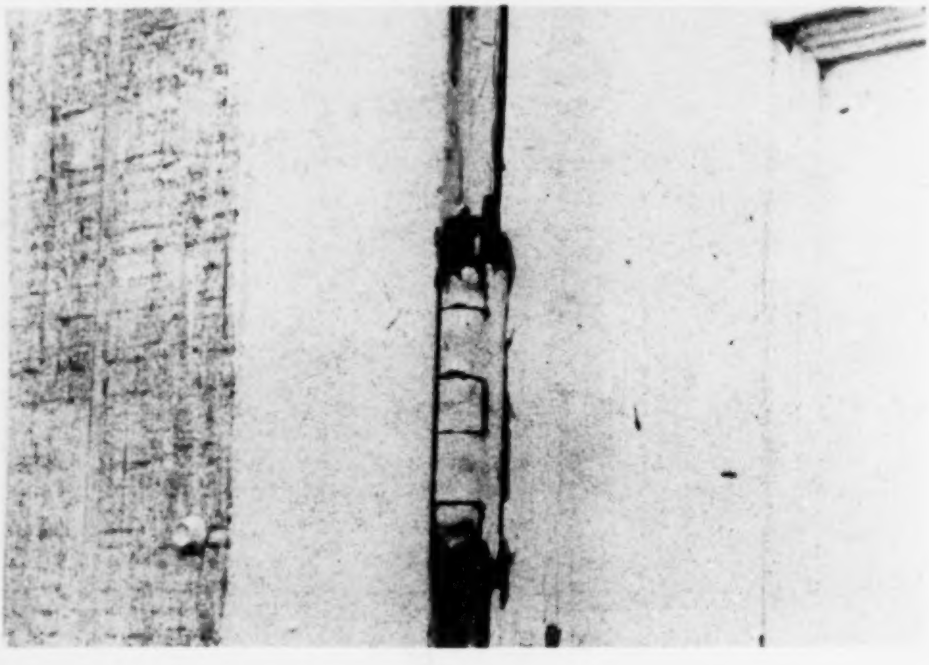


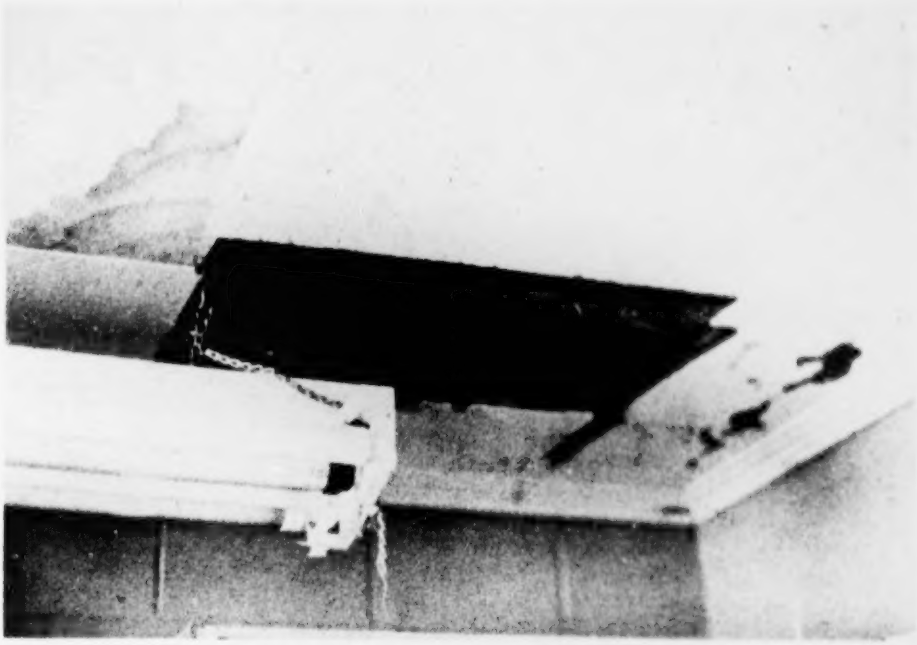
Catwalk concrete cracks



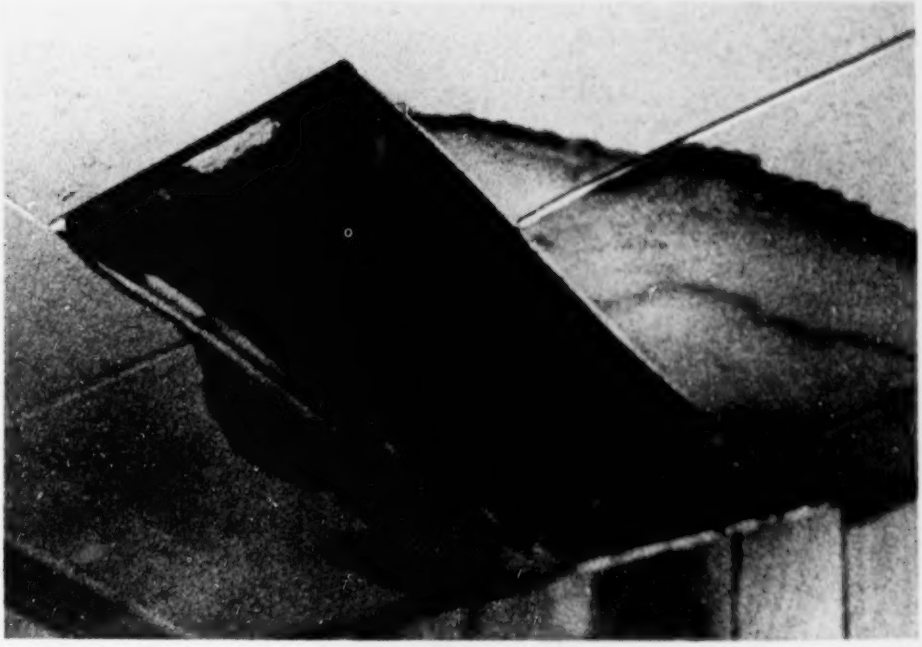
Catwalk concrete cracks
(two of many)

Local Salt Air effects on wood and steel components

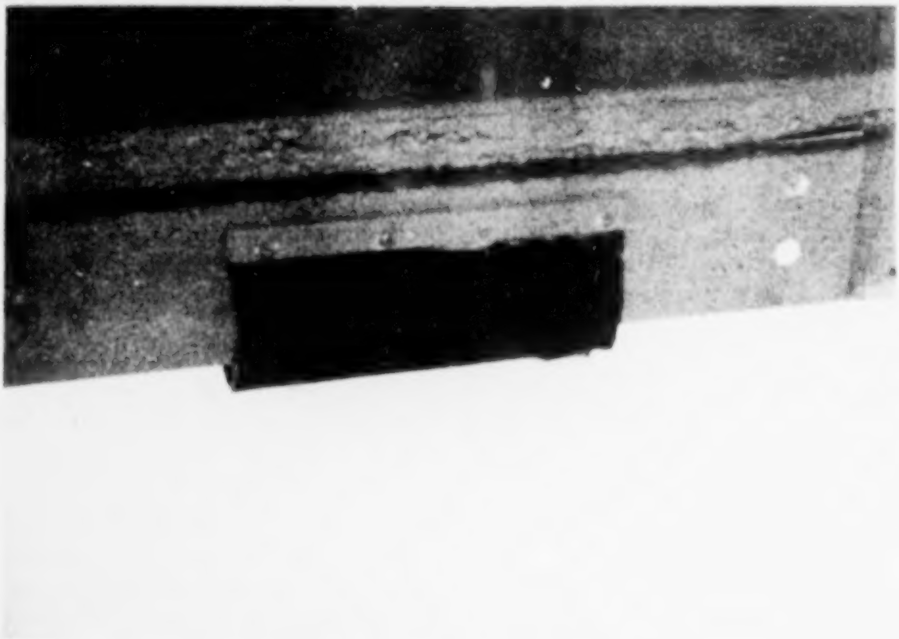




Ceiling in Recording Room



Ceiling in third floor



Head Protector on stairwell beam
(note steel corrosion)

Tower ceiling rot

Mr. LEHMAN. Mr. Brooks, why did they say this was not worthy? Was there any special reason?

Mr. BROOKS. I just don't think they understand what worthy means. We need to get them a dictionary. I need to put them in that tower and leave them there.

Mr. LEHMAN. They're asking for 40 percent more for equipment this year, facilities and equipment, and they couldn't find $5 million out of that extra half a billion—$800 million more and they can't find $5 million for Beaumont?

Mr. BROOKS. I believe if you would talk to them, that they can earmark that, if you just put it in the bill to provide $5 million to redo that tower, they'll pick it out of that $800 million and do it.

Mr. LEHMAN. Well, we're going to do what we can to help. You know that.

Mr. BROOKS. And I appreciate it. A captain who can't tie a boat up there, but we can get an airplane in safe if we'll do it.

Mr. COUGHLIN. General, looking at the pictures that you've got here, it certainly seems like you need a new tower.

Mr. BROOKS. Yes, I'm sorry. I wish we didn't. But you know, it's been there 36 years, it's just getting worse and worse and it's just to the stage where we can't operate it any more.

Mr. LEHMAN. Well, we'll start the process and if we need any help from you, we know where to come.

Mr. BROOKS. All right. Thank you very much.

Mr. LEHMAN. Thank you.

Mr. COUGHLIN. Thank you, sir.

Mr. BROOKS. We've got about five minutes and we've got to vote.

[Vote break.]

Mr. COUGHLIN. In the absence of our colleague, Mr. Sabo, let's have Mr. William Barbeau, Director of the Minnesota Office of Pipeline Safety who will be testifying on behalf of the National Association of Pipeline Safety Representatives.

We welcome you. Your statement will be put in the record in full, and we would appreciate it if you would summarize.

THURSDAY, APRIL 26, 1990.

RESEARCH AND SPECIAL PROGRAMS ADMINISTRATION, NATIONAL ASSOCIATION OF PIPELINE SAFETY REPRESENTATIVES

WITNESS

WILLIAM BARBEAU, DIRECTOR, MINNESOTA OFFICE OF PIPELINE SAFETY AND CHAIR, 50 PERCENT FUNDING COMMITTEE OF THE NATIONAL ASSOCIATION OF PIPELINE SAFETY REPRESENTATIVES

Mr. BARBEAU. Thank you very much, Mr. Chairman. I will do that. I am here today representing the National Association of Pipeline Safety Representatives, the acronym NAPSR. It is an organization made up of the 47 state pipeline safety offices, the vast majority of which are within Department of Public Services.

The NAPSR is the technical organization with the direct enforcement of pipeline safety, and it's made up of the men and women who work in the field, examine the pipelines to ensure a safety network.

As you know, the initial funding mechanism allowed for the Federal Government to contribute up to 50 percent of funding of the state program. There is a growing imbalance in that partnership. It is the goal of NAPSR that Congress will review the pipeline safety funding mechanism. It is our hope that after careful scrutiny you'll agree that the 50 percent funding level is a good match for ensuring public safety.

A couple of quick observations: The 47 states have over 225 inspectors inspecting thousands of miles of natural gas, liquid, propane and other intrastate pipelines. These are the lines that run to millions of homes, farms and businesses. The state agencies spent just under $35 million in 1989 inspecting their pipelines and received only $4.3 million from the DOT in 1989, representing 12 percent of program costs.

In recent years, the Federal contribution to the state programs has declined. NAPSR, representing state agencies, is keenly aware of budget constraints, as you are. However, the states are now facing new directions from Secretary Skinner, placing even more responsibility on state governments in the national transportation policy.

The NAPSR is working with the Federal Office of Pipeline Safety to develop a criteria or formula that defines what a minimum pipeline safety program is.

A couple of other quick observations: Many times, safety programs are evaluated based on the number of deaths, accidents or property loss or injuries. NAPSR believes to be pro-active rather than reactive. For example, Minnesota's pipeline safety program was woefully inadequate in 1986, but after a tragic pipeline explosion and fire that killed a mother and her daughter, pushed the Minnesota legislature to recommit itself to safety. The office grew from a staff of four to fifteen and a budget of $100,000 to just under $1.5 million.

At the same time, the Federal contribution fell from 50 percent of the Minnesota program to less than 26 percent. Recently, Missouri and Kansas saw the tragedy of accidents leading to the death of nine people in other parts of the country. My observation or point here is that we have learned that losing lives should not be the motivating reason for a comprehensive safety program. We hope the pipeline safety program is evaluated as a prevention program, rather than evaluating safety on body counts.

But our primary purpose in addressing you today is to raise the issue of 50 percent funding, and over the next few years we would like to work closely with you and your staff to evaluate that mechanism.

Also, Mr. Chairman, NAPSR believes that Congress does not bear sole responsibility for recent funding shortcomings. Pipeline safety is a multi-layered program. NAPSR will aggressively present a similar position to the state PUCs, legislators and the Office of Management and Budget to help work on this problem.

Again, Mr. Chairman, I appreciate the opportunity to appear before you today, and I would be happy to answer any questions you might have.

[The prepared statement of Mr. Barbeau follows:]

TESTIMONY OF WILLIAM BARBEAU

DIRECTOR

MINNESOTA OFFICE OF PIPELINE SAFETY

ON BEHALF OF THE

NATIONAL ASSOCIATION OF PIPELINE SAFETY REPRESENTATIVES

BEFORE THE

SUBCOMMITTEE ON TRANSPORTATION

COMMITTEE ON APPROPRIATIONS

U.S. HOUSE OF REPRESENTATIVES
APRIL 26, 1990

NATIONAL ASSOCIATION OF PIPELINE SAFETY REPRESENTATIVES

GOOD AFTERNOON. THANK YOU CONGRESSMAN SABO, MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE. I APPRECIATE THE OPPORTUNITY TO TALK WITH YOU TODAY ABOUT THE STATE PIPELINE SAFETY PROGRAM PARTICIPANTS IN THE DOT/RSPA/OPS PORTION OF THE FEDERAL BUDGET.

I AM HERE TODAY REPRESENTING THE NATIONAL ASSOCIATION OF PIPELINE SAFETY REPRESENTATIVES (NAPSR). NAPSR IS AN ORGANIZATION MADE UP OF THE 47 STATE PIPELINE SAFETY OFFICES, THE VAST MAJORITY (43 OF 47) OF WHICH ARE DIVISIONS WITHIN THE STATE PUBLIC SERVICE, PUBLIC UTILITY COMMISSION, OR CORPORATION COMMISSION. NAPSR IS THE TECHNICAL ORGANIZATION WITH DIRECT ENFORCEMENT OF MINIMUM PIPELINE SAFETY CODES. NAPSR IS MADE UP OF THE MEN AND WOMEN WHO WORK DIRECTLY IN THE FIELD, EXAMINING PIPELINES AND WORKING TO ENSURE A SAFETY NET PROTECTS THE PUBLIC.

YOU HAVE HEARD TESTIMONY THESE PAST MONTHS FROM THE FEDERAL DOT/RSPA/OPS ADMINISTRATOR REGARDING THE BUDGET NEEDS OF THE PIPELINE SAFETY PROGRAM. YOU HAVE HEARD FROM THE NATIONAL ASSOCIATION OF REGULATORY COMMISSIONERS (NARUC), COMMISSIONER BRUCE ELLSWORTH, WITH THE GAS COMMITTEE OF NARUC AND NOW, NAPSR.

YOU KNOW THAT THE FUNDING RELATIONSHIP BETWEEN THE STATE PARTNERS AND THE FEDERAL OFFICE OF PIPELINE SAFETY IS UNIQUE IN FEDERAL LAW. THE ORIGINAL PIPELINE SAFETY LEGISLATION AUTHORIZED A STATE TO ENFORCE MINIMUM SAFETY CODES ON INTRASTATE GAS PIPELINES AND THE FEDERAL GOVERNMENT WOULD INSPECT INTERSTATE PIPELINES. THE INITIAL FUNDING MECHANISM ALLOWED FOR THE FEDERAL GOVERNMENT TO CONTRIBUTE UP TO 50% OF THE FUNDING FOR THE STATE PROGRAM. THE FEDERAL ENABLING ACT RECOGNIZED THAT THE STATES COULD BE WILLING PARTNERS IN THIS SAFETY PROGRAM. THEN, AND EVEN MORE NOW, THE FEDERAL GOVERNMENT DOES NOT HAVE THE STAFF OR DOLLARS TO OPERATE AN INSPECTION PROGRAM THAT WOULD COVER ALL PIPELINES IN THE UNITED STATES. THE FUNDAMENTAL FUNDING PIECE OF THE ORIGINAL ACT REMAINS A MODEL FOR ENSURING THE PUBLIC'S SAFETY.

THE ORIGINAL ACT OUTLINED A PROGRAM BASED IN AN EQUALIZED PARTNERSHIP. WHILE THE ORIGINAL ACT DID NOT MANDATE 50% FUNDING, FOR ALL INTENSIVE PURPOSES SUCH HAS BEEN THE CASE UNTIL RECENTLY. THERE IS AN IMBALANCE GROWING IN THIS PARTNERSHIP.

IT IS THE GOAL OF NAPSR THAT CONGRESS WILL REVIEW THE PIPELINE SAFETY FUNDING MECHANISM. IT IS OUR HOPE THAT AFTER CAREFUL SCRUTINY YOU WILL AGREE THAT THE 50% FUNDING LEVEL IS A GOOD MATCH FOR ENSURING PUBLIC SAFETY AND THAT SUCH FUNDING MAINTAINS THE EQUAL PARTNERSHIP IN THE PIPELINE SAFETY PROGRAM.

WE HOPE THAT EVERY EFFORT, BOTH IN THE AUTHORIZING COMMITTEES AND THE APPROPRIATING COMMITTEES, SHALL BE MADE TO MANDATE A 50% FUNDING LEVEL OF SUPPORT FOR THE STATE PIPELINE SAFETY PROGRAM.

LET ME BRIEFLY HIGHLIGHT SOME FACTS AND OBSERVATIONS REGARDING THE STATE PIPELINE SAFETY PROGRAM:

1. THE 47 STATES HAVE OVER 225 INSPECTORS INSPECTING OVER THOUSANDS OF MILES OF NATURAL GAS, HAZARDOUS LIQUID, PROPANE AND OTHER INTRASTATE PIPELINES. THESE ARE PIPELINES THAT RUN TO MILLIONS OF HOMES, FARMS AND BUSINESSES.

2. THE STATE AGENCIES SPENT $34,780,894 DOLLARS INSPECTING THEIR PIPELINES AND RECEIVED ONLY $4,370,000 FEDERALLY CONTRIBUTED DOLLARS IN CALENDAR YEAR 1988, REPRESENTING ONLY 12 PERCENT OF PROGRAM COSTS.

3. STATE PIPELINE SAFETY AGENCIES ARE THE FRONT-LINE ORGANIZATIONS RESPONSIBLE FOR ENSURING COMPLIANCE WITH MINIMUM SAFETY STANDARDS. STATE PIPELINE SAFETY AGENCIES HAVE FOUND MORE THAN 13,000 NONCOMPLIANCES WITH MINIMUM SAFETY CODES ON AN ANNUAL BASIS. STATE AGENCIES HAVE THE AUTHORITY TO ENSURE THAT COMPLIANCE IS ATTAINED IN A TIMELY FASHION TO PROTECT THE PUBLIC.

4. IN RECENT YEARS THE FEDERAL CONTRIBUTION TO THE STATE PROGRAMS HAS DECLINED. NAPSR, REPRESENTING STATE AGENCIES, IS AS KEENLY AWARE OF BUDGET CONSTRAINTS AS YOU ARE. HOWEVER, THE STATES ARE NOW FACING NEW DIRECTIONS FROM SECRETARY SKINNER PLACING EVEN MORE RESPONSIBILITY ON STATE GOVERNMENTS IN THE NATIONAL TRANSPORTATION POLICY.

   IT IS CLEAR THAT THE STATES HAVE SUPPORTED THE PIPELINE SAFETY PROGRAM DURING THESE TOUGH ECONOMIC TIMES. ONLY THE STATE OF WASHINGTON HAS PULLED OUT OF THE PIPELINE SAFETY PROGRAM. IT WOULD BE A SIGNIFICANT SAFETY PROBLEM IF STATE PIPELINE SAFETY PROGRAMS FALTER BECAUSE OF CONTINUED DECLINING FEDERAL DOLLARS. IT IS UNLIKELY THAT STATES WOULD ALLOW DECLINING DOLLARS TO END THIS VITAL SAFETY PROGRAM. BUT A THOROUGH, FAIR AND FULL REVIEW OF THE FUNDING MECHANISM IS NEEDED. AS MEMBERS KNOW, ALL FUNDS FOR THE PIPELINE SAFETY PROGRAM ARE FEE-BASED.

5. NAPSR IS WORKING WITH THE FEDERAL OFFICE OF PIPELINE SAFETY TO DEVELOP A CRITERIA OR FORMULA THAT DEFINES WHAT A MINIMUM STATE PIPELINE SAFETY PROGRAM IS. AS THE FEDERAL OPS AND THEIR STATE PARTNERS WORK TO DEVELOP AN EQUITABLE MINIMUM FUNDING MECHANISM, WE ASK THAT CONGRESS WILL REVIEW THE FUNDING MECHANISM FOR POSSIBLE CHANGES TO ENSURE THAT 50% FUNDING WOULD BE GRANTED TO A MINIMUM LEVEL PROGRAM.

   ANOTHER EXAMPLE OF THAT PARTNERSHIP IS NAPSR WORKING WITH THE FEDERAL OFFICE OF PIPELINE SAFETY TO RESPOND TO THE COMMITTEE'S REQUEST REGARDING THE OVER/UNDER ALLOCATION DISCREPANCIES IN STATE PIPELINE SAFETY PROGRAM DOLLARS. NAPSR HOPES THAT MEMBERS OF CONGRESS CONSIDER SOME OF THE REASONS FOR THE OVER/UNDER PROBLEMS.

   a. FEDERAL GRANT DOLLARS ARE GIVEN BASED ON A CALENDAR YEAR AND STATE AGENCIES ARE GOVERNED BY A FISCAL YEAR.

   b. STATE AGENCIES CANNOT ANTICIPATE THE TURNOVER OF PERSONNEL. RETIREMENTS AND OTHER HIRING POLICIES LIMIT ACCURACY IN SEEKING THESE FEDERAL DOLLARS.

   c. THE STATE AGENCIES, THROUGH NAPSR AND NARUC HAVE RECOMMENDED THAT THE FEDERAL OPS ALLOW FOR A MID-YEAR CORRECTION IN THE GRANT AUTHORIZATION. SUCH AN ACTION WOULD BETTER REFLECT STATE LEGISLATURES ACTIONS AND HIRING POLICIES.

BUT LET US MAKE IT CLEAR, WE WILL RESOLVE THIS PROBLEM TO ALLEVIATE YOUR CONCERNS.

6. IT SHOULD BE NOTED ALSO THAT INCREASED FEDERAL REGULATIONS THESE PAST FEW YEARS HAVE ADDED PROGRAM RESPONSIBILITIES TO THE STATES WITHOUT ANY INCREASE IN FEDERAL CONTRIBUTING DOLLARS.

7. MANY TIMES SAFETY PROGRAMS ARE EVALUATED BASED ON THE NUMBER OF DEATHS, ACCIDENTS, PROPERTY LOSS OR INJURIES. NAPSR HAS BEEN WORKING SINCE 1982 TO BE PROACTIVE, RATHER THAN REACTIVE. FOR EXAMPLE, MINNESOTA'S PIPELINE SAFETY PROGRAM WAS WOEFULLY IN ADEQUATE IN 1986. BUT A TRAGIC PIPELINE EXPLOSION AND FIRE THAT KILLED A MOTHER AND HER DAUGHTER IN 1986 PUSHED THE MINNESOTA LEGISLATURE TO RECOMMIT ITSELF TO SAFETY. THE OFFICE OF PIPELINE SAFETY GREW FROM A STAFF OF 4 TO 15 IN LESS THAN TWO YEARS. THE BUDGET OF OUR OFFICE WENT FROM $150,000 TO OVER $1.5 MILLION IN TWO YEARS. THE FEDERAL CONTRIBUTION TO

MINNESOTA'S COST FELL FROM 50% TO LESS THAN 26%. THE OFFICE IS NOW RESPONSIBLE FOR INSPECTING NATURAL GAS, PROPANE, LNG, LESS THAN 20% OF SMYS, MASTER METER, 3RD PARTY DAMAGE AND HAZARDOUS LIQUIDS. MINNESOTA ALSO SEEKS TO BE AN AGENT OF THE FEDERAL GOVERNMENT TO INSPECT INTERSTATE LINES AT GREATER INTERVALS THAN PRESENTLY ABLE TO BE ACCOMPLISHED BY THE FEDERAL OPS.

RECENTLY, MISSOURI AND KANSAS SAW THE TRAGEDY OF ACCIDENTS LEADING TO THE DEATH OF 9 PEOPLE. SIGNIFICANT CHANGE HAS OCCURRED IN THOSE STATES AS WELL. IN FACT, THE FEDERAL OFFICE OF PIPELINE SAFETY, NAPSR AND NARUC ARE LOOKING AT THE IMPLICATIONS OF THESE NEW ACCIDENTS ON PIPELINE SAFETY PROGRAM.

BUT MY POINT IS, THAT MINNESOTA, KANSAS AND MISSOURI REACTED TO A TRAGEDY. MINNESOTA WAS NOT PREPARED. IT IS NOW. BUT WE IN MINNESOTA HAVE LEARNED THAT LOSING LIVES SHOULD NOT BE THE MOTIVATING REASON FOR A COMPREHENSIVE SAFETY ENFORCEMENT PROGRAM. PLEASE EVALUATE THE PIPELINE SAFETY PROGRAM AND SEE IT AS A PREVENTION PROGRAM, RATHER THAN EVALUATING SAFETY ON BODY COUNTS.

OUR PRIMARY PURPOSE IN ADDRESSING YOU TODAY IS TO RAISE THE ISSUE OF 50% FUNDING OF A MINIMUM SAFETY PROGRAM. OVER THE NEXT FEW YEARS WE WOULD LIKE TO WORK CLOSELY WITH YOU AND YOUR STAFF TO EVALUATE THE FUNDING OF PIPELINE SAFETY AND TO SERIOUSLY CONSIDER MANDATING 50% FUNDING OF A FEDERALLY AUDITED MINIMUM SAFETY PROGRAM.

DURING THE REAUTHORIZATION PROCESS OF THE ORIGINAL PIPELINE SAFETY ACT WE WILL SEEK LANGUAGE CHANGES TO REACH OUR GOAL OF 50% FUNDING OF A MINIMUM LEVEL SAFETY PROGRAM. WE WILL SEEK YOUR THOUGHTS AND SUPPORT TO PROVIDE THE NECESSARY FUNDS TO ENSURE THAT THE PIPELINE SAFETY INFRASTRUCTURE REMAINS AS SAFE AS POSSIBLE.

WE REPRESENT THE MEN AND WOMEN WHO ARE DOING THE WORK. WE WILL CONTINUE TO MEET OUR RESPONSIBILITIES TO SAFETY. WE ASK FOR YOUR HELP.

AGAIN, MR. CHAIRMAN, I APPRECIATE THE OPPORTUNITY TO APPEAR BEFORE YOU TODAY AND WOULD BE HAPPY TO ANSWER ANY QUESTIONS THAT YOU OR OTHER MEMBERS OF THE SUBCOMMITTEE MAY HAVE.

Mr. **Lehman**. Sorry I was late coming back, but I appreciate you going ahead, and I'll have to yield to Mr. Coughlin.

Mr. **Coughlin**. I have no questions. I appreciate your testimony and appreciate your taking the time to be here.

Mr. **Barbeau**. Thank you.

Mr. **Lehman**. The Honorable Marty Frost, it's a pleasure to have you here.

Thursday, April 26, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, DALLAS AREA RAPID TRANSIT AUTHORITY (DART)

WITNESSES

HONORABLE MARTIN FROST, U.S. REPRESENTATIVE FROM THE STATE TEXAS

HONORABLE STEVE BARTLETT, U.S. REPRESENTATIVE FROM THE STATE OF TEXAS

MAYOR ANNETTE STRAUSS OF DALLAS, TEXAS

MARVIN LANE, CHAIRMAN, DART

MAYOR JACK HARVARD OF PLANO, TEXAS

Mr. **Frost**. Mr. Chairman, I know you have had a busy day. We will begin—my colleague, Steve Bartlett, I believe is on his way and will join us at some point.

Mr. Chairman, thank you for the opportunity to appear before the Subcommittee this afternoon.

Mr. **Lehman**. Now, who's that lady with you?

Mr. **Frost**. This is our Mayor. I will be getting to her in just a moment.

I'm pleased to be accompanying Dallas Mayor Annette Strauss and a number of other good friends from the Dallas area who have come to Washington to express their strong support for the Dallas Area Rapid Transit Authority's request for Federal assistance with the construction of a light rail system in Dallas County.

Mr. Chairman, I will summarize my remarks so that we'll have plenty of time for them.

Along with Mayor Strauss are DART Board Chairman Marvin Lane; Mayor Jack Harvard of Plano, who is also President of the Metroplex Mayors Association; Mayor Sam Buford, of Highland Park; and Mayor Pro Tem Daryl Marshall of Garland. Also I want to add State Senator Eddie Bernice Johnson and State Representative David Kane had planned to be here today, but had to return to Texas and participate in a special session of the state legislature.

In the past, as you know, there have been questions about local support for a DART mass transit plan. Currently, however, you have elected officials representing virtually every level of government, strongly endorsing the DART plan.

The willingness of the representatives here today to travel to Washington in support of DART's request clearly demonstrates the strong local support DART has won with it's new mass transit proposal.

I know your agenda is crowded, and I want to leave ample time for Mayor Strauss and Mr. Lane to address the subcommittee. I want to emphasize to the subcommittee the personal importance I place on DART's funding request.

The $30 million being requested today is for the South Oak Cliff segment of the new DART light rail system. This line will be primarily located in my Congressional district. The great majority of the citizens it will serve are my constituents. It will provide a badly needed safe, efficient and affordable transportation option and will enhance economic development in a part of the county that has too often been left out of development plans.

I ask that you listen closely to the testimony of Mayor Strauss and Mr. Lane and give all consideration to their request. I am convinced that DART's proposal has broad support locally, is consistent with the needs of Dallas County, and is in keeping with the goal of the Federal Government to promote cost effective mass transit options.

I would like to make two other brief comments. The $30 million that DART is requesting in fiscal year 1991 is the first installment on the $125 million required for the South Oak Cliff line. The full $30 million is needed in fiscal year 1991 and will be spent in fiscal year 1991. There has been a question about the future position on a question of a subway. The preferred alternative by the City of Dallas for light rail transportation through the central business district is construction of a subway.

I personally agree that this is the best option for downtown. However, there is serious concern on the part of DART that construction of a subway might prevent the South Oak Cliff line from meeting UMTA's cost effectiveness guidelines. This conflict could have posed a problem so great as to prevent us from being here today. However, because of the commitment of all parties to go forward with the transit plan and to comply with Federal standards, a solution was found.

Language has been inserted into the interlocal agreement between DART and the City of Dallas requiring DART to include a subway option in its long range light rail plans. The language further commits DART to construction of a subway when certain ridership criteria is met, or when funding becomes available through the City of Dallas, the State of Texas, the Federal Government, private funds or any combination of these sources.

I support the language in the interlocal agreement. I am very pleased that all parties were able to work together to resolve this controversial issue.

And at this point, I would like to turn the proceeding over to Mayor Strauss and, as I mentioned, my colleague, Steve Bartlett, I believe will be joining us and I know will want to come to the table at that point.

[The prepared statement of Mr. Frost follows:]

STATEMENT OF U.S. CONGRESSMAN MARTIN FROST

Before the House Transportation Appropriations Subcommittee

April 26, 1990

Mr. Chairman, thank you for the opportunity to appear before the Subcommittee this afternoon. I'm very pleased to be accompanying Dallas Mayor Annette Strauss and a number of other good friends from the Dallas area who have come to Washington to express their strong support for the Dallas Area Rapid Transit Authority's request for federal assistance with the construction of a light rail system in Dallas County.

Along with Mayor Strauss are DART Board Chairman Marvin Lane, State Senator Eddie Bernice Johnson, State Representative David Cain, Mayor Jack Harvard of Plano, who is also President of the Metroplex Mayors Association, and Mayor Sam Burford of Highland Park.

In the past, as you know, there have been questions about local support for a DART mass transit plan. Here today, however, you have elected officials representing virtually every level of government. Their willingness to travel to Washington in support of DART's request clearly demonstrates the strong local support DART has won with its new mass transit proposal.

I know your agenda is crowded, and I want to leave ample time for Mayor Strauss and Mr. Lane to address the Subcommittee. Before concluding, however, I want to emphasize to the Subcommittee the personal importance I place on DART's funding request.

The $30 million being requested today is for the South Oak Cliff segment of the new DART light rail system. This line will be primarily located in my congressional district. The great majority of the citizens it will serve are my constituents. It will provide a badly needed, safe, efficient and affordable transportation option and will enhance economic development in a part of the county that has too often been left out of development plans.

I ask that you listen closely to the testimony of Mayor Strauss and Mr. Lane and give all consideration to their request. I'm convinced that DART's proposal has broad support locally, is consistent with the needs of Dallas County, and is in keeping with the goal of the federal government to promote cost-effective mass transit options.

Before commenting further on the specifics of DART's FY 1991 request, I want to emphasize that the South Oak Cliff light rail line is just one part of a multi-modal Transit System Plan that will serve the entire Dallas area. In addition to light rail transit, it includes: a regional bus system, HOV lanes, suburban mobility and para-transit van service and commuter rail service.

Frost Statement

page three

The local commitment to financing mass transit is unquestioned by the fact that a dedicated one-cent sales tax is collected within the DART region to provide significant long-term local funding for mass transit.

The total cost for the light rail starter system DART has proposed is $625 million. Only 20 percent of this, or $125 million will be requested from the federal government. A full 80 percent of the cost for the system will be paid for with local funds. To my knowledge, this is a greater overmatch proposal than any other that will be brought before you.

Of the 20-mile light rail starter system proposed, DART is requesting federal assistance with only the South Oak Cliff segment. This segment extends from the Dallas Central Business District South into an area of the county badly in need of improved transit options. This is a highly populated area that includes predominantly low-income and minority households dependent upon mass transit in order to reach jobs, schools and healthcare facilities. The segment is clearly an excellent candidate for federal participation.

The $30 million that DART is requesting in FY 1991 is the first installment on the $125 million required for the South Oak Cliff line. The full $30 million is needed in FY 1991 and will be spent in FY 1991.

The fact that DART is requesting only what it needs and what can be spent within the fiscal year is indicative of its willingness work within, and comply with, guidelines prescribed by UMPTA.

Currently, the South Oak Cliff segment is undergoing UMPTA's Alternative Analysis/Draft Environment Impact Statement process, and every effort has been made to insure that plans for the line meet UMPTA-prescribed cost effectiveness guidelines.

As an example, the preferred alternative by the City of Dallas for light rail transportation through the Central Business District is construction of a subway. I personally agree that this is the best option for Downtown. However, there is serious concern on the part of DART that construction of a subway might prevent the South Oak Cliff line from meeting UMPTA's cost effectiveness guidelines.

This conflict could have posed a problem so great as to prevent us from being here today. However, because of the commitment of all parties to go forward with the transit plan and to comply with federal standards, a solution was found.

Language has been inserted into the interlocal agreement between DART and the City of Dallas requiring DART to include a subway option in its long-range light rail plans. The language further commits DART to construction of a subway when certain ridership criteria is met or when funding becomes available earlier through the City of Dallas, the State of Texas, the federal government, private funds, or any combination of these sources.

I support the language in the interlocal agreement and am very pleased that all parties were able to work together to resolve a very controversial issue. It indicates a willingness and an ability to resolve tough problems -- willingness and ability that are crucial to the successful implementation of a comprehensive regional transit plan.

Mr. Chairman, I'm convinced that DART is on track and prepared to provide valuable mass transit service to my constituents and others throughout the Dallas area.

DART has been successful in gaining local support for its proposal and has been conscientious in its dealings with the federal government. It is my sincere hope that the subcommittee will support the DART proposal and grant the full $30 million requested in FY 1991.

Again, I appreciate the opportunity to address the subcommittee and will be available at any time to respond to your questions on the DART request.

Ms. STRAUSS. Thank you, Congressman Frost. Chairman Lehman and honorable Members of the Subcommittee, thank you very much for the opportunity to appear before you today. My name is Annette Strauss and I am Mayor of the City of Dallas.

I have come here today along with the other individuals who are here in support of Dallas Area Rapid Transit, DART, to share with you the importance of public transit and DART to the City of Dallas and to our region.

DART is first and foremost a regional authority. It is the best solution to achieve a unified regional transit system in the metroplex, and functions as the most effective and efficient way of improving mobility in the area. Each of the 14 member cities in DART have demonstrated their commitment to regional solutions by voting approval of a 1 cent sales tax dedicated to mass transit. Let me assure this committee there is strong local commitment for transit and to DART.

In addition, DART and the City of Dallas recognize that railroad right of way connecting Dallas and Fort Worth, RAILTRAN, is an important component of the regional solution. DART's transit system plan indicates commuter rail service will be provided along the RAILTRAN right of way, which is jointly owned and operated by the cities of Dallas and Fort Worth. DART's operations on RAILTRAN will be contractually arranged through an interlocal agreement between DART and the cities of Dallas and Fort Worth.

Initial commuter rail service will serve Dallas and Irving, with eventual service extension to Fort Worth. The RAILTRAN alignment will also be used for a commuter rail connection to DFW Airport, once DART's system is expanded.

I first appeared before this committee in 1988, testifying in support of Federal funding for a 93-mile light rail system. That plan required voter approval for DART to issue long-term financing for construction of the system. The voters soundly rejected that financing plan.

Through healthy and often lively public debate throughout the service area, the City of Dallas being no exception, I assure you, DART developed a technically-based, long-range pay-as-you-go transit system plan based on UMTA's cost effectiveness criteria.

Local support and political consensus throughout the service area on the new multimodal transit system plan is evidenced by the 65 percent or greater voter approval in eight suburban elections to remain in DART, with two other cities cancelling their elections and resolutions of support from twelve member city councils and business and civic groups.

DART's plans are also an integral element of our metropolitan planning organization's regional transportation plan. Board Chairman Marvin Lane will discuss the specifics of the DART transit system plan during his comments to the committee.

I would like to submit for the record a resolution from the 20 member Metroplex Mayors Association that unanimously endorses this funding proposal.

As a condition for beginning any final design and engineering or construction within a city, the DART Board asks each member city to formally approve the new transit system plan. The City of Dallas has taken that action. Additionally, a master interlocal agreement between the City of Dallas and DART was formally adopted by the City Council and the DART Board. This agreement establishes the provisions consistent with all city ordinances under which construction of the transit system can commence within the City of Dallas.

The agreement specifies conditions for when DART must build a subway in downtown, and I will underscore the importance of this by repeating some of what Congressman Frost has said. Those conditions are based on ridership levels reaching significant levels or headway decreasing to the point where traffic signal operations or rail operations would be negatively impacted by continuing service on the surface. In addition, there is a provision in the interlocal agreement which indicated that DART will construct a subway if non-DART fund become available earlier.

The formal actions taken by our city council have sent a message to DART. The City of Dallas and its citizens are ready for DART to build and we are looking forward to an effective partnership that will bring mobility and improvements throughout our area.

Federal funds are being sought for the South Oak Cliff segment of the starter system phase of DART's transit system plan. The segment meets or exceeds UMTA's cost effectiveness criteria. Quite frankly, the South Oak Cliff Corridor is a strong candidate for major transit improvements under any criteria. DART was one of the first transit properties to be granted an expedited alternatives analysis draft environmental impact statement process. Of the cities granted the expedited AADEIS process, DART is the most advanced.

The South Oak Cliff segment is located in the City of Dallas and holds the greatest promise for immediate benefit to the southern region of our city. Southern Dallas has a large concentration of transit-dependent riders. In recent years, the city has established a major economic development program focused on Southern Dallas. The city's efforts are complemented by the recently created Southern Economic Development Corporation, which was created by the city to be advocate for southern Dallas.

The Corporation's efforts focus on marketing, business retention and expansion, business relocation and financing. Business expansion prospects and relocating corporations are highly interested in our regional transportation system as it provides a principal means for employees to reach their jobs. DART can be a major factor in the revitalization of southern Dallas, providing mobility to the area as well as significant capital investment and job opportunities.

Further evidence of DART's importance to current Dallas employers is the fact that DART has the largest corporate pass program in the country.

My friends, we need your help. The $30 million request for the year 1991 represents a very modest share of Federal assistance. Federal funding will be used for construction and right of way acquisition only. DART's adopted financial plan ensures continued commitment of local funding of operating deficits consistent with Secretary Skinner's initiative.

DART's member cities have committed to fund 80 percent of the cost of the $625 million starter system phase, with a proposed Federal share of 20 percent, or $125 million over the next five years.

Under Secretary Skinner's overmatch initiative program, DART has acted with good faith. With the commitment to public-private partnerships and efforts to operate an environmentally sound system, DART is striving to be a model transit property, and it will be. With your assistance, we can begin to implement our long-range, regional transit solution.

Thank you very much for your consideration. We look forward to your support.

[The prepared statement of Ms. Strauss and the Resolution follow:]

Statement By

The Honorable Annette Strauss

Mayor

City of Dallas

Before The

Subcommittee on Transportation & Related Agencies

Committee on Appropriations

U. S. House of Representatives

April 26, 1990

CITY OF DALLAS

INTRODUCTION

Chairman Lehman and Honorable Members of the Subcommittee. Thank you for the opportunity to appear before the committee today. My name is Annette Strauss and I am Mayor of the City of Dallas. I have come here today, along with the other individuals who are here in support of Dallas Area Rapid Transit (DART), to share with you the importance of public transit and DART to the City of Dallas and to our region.

REGIONAL SOLUTION

DART is first and foremost, a regional authority. It is the best solution to achieve a unified regional transit system in the Metroplex, and functions as the most effective and efficient way of improving mobility in the area. Each of the fourteen member cities in DART have demonstrated their commitment to regional solutions by voting approval of a one-cent sales tax dedicated to mass transit. Let me assure this committee that there is a strong local commitment to transit and DART.

In addition, DART and the City of Dallas recognize that the railroad right-of-way connecting Dallas and Fort Worth--RAILTRAN--is an important component of the regional solution. DART's Transit System Plan indicates commuter rail service will be provided along the RAILTRAN right-of-way, which is jointly owned and operated by the cities of Dallas and Fort Worth. DART's operations on RAILTRAN will be contractually arranged through an Interlocal Agreement between DART, and the cities of Dallas and Fort Worth. Initial commuter rail service will serve Dallas and Irving, with eventual service extension to Fort Worth. The RAILTRAN alignment will also be used for a commuter rail connection to D/FW Airport once DART's system is expanded. I have formally submitted for the record, a letter jointly authored by RAILTRAN and DART that communicates the strong level of coordination between the two entities.

BACKGROUND

I first appeared before this committee in 1988, testifying in support of federal funding for a 93 mile light rail system. That plan required voter approval for DART to issue long term financing for construction of the system. The voters soundly rejected that financing plan. Through healthy and often lively public debate throughout the Service Area, the City of Dallas being no exception I assure you, DART developed a technically based, long-range, pay-as-you-go Transit System Plan based on UMTA's cost-effectiveness criteria.

Local support and political consensus throughout the Service Area on the new multi-modal Transit System Plan is evidenced by the 65% or greater voter approval in 8 suburban elections to remain in DART, with two other cities cancelling their elections, and resolutions of support from 12 member city councils and business and civic groups. DART's plans are also an integral element of our Metropolitan Planning Organization's Regional Transportation Plan. Board Chairman Marvin Lane will discuss the specifics of the DART Transit System Plan during his comments to the committee.

CITY OF DALLAS AND DART PARTNERSHIP

As a condition for beginning any final design and engineering or construction within a city, the DART Board asked each member city to formally approve the new Transit System Plan. The City of Dallas has taken that action. Additionally, a Master Interlocal Agreement between the City of Dallas and DART, was formally adopted by the City Council and the DART Board. This agreement establishes the provisions, consistent with all applicable city ordinances, under which construction of the transit system can commence within the City of Dallas. The agreement specifies conditions for when DART must build a subway in downtown Dallas. Those conditions are based on ridership levels reaching significant levels, or headway decreasing to the point where traffic signal operations or rail operations would be negatively impacted by continuing service on the surface. In addition, there is a provision in the Interlocal Agreement which indicated that DART will construct a subway if non-DART funds become available earlier. The formal actions taken by our City Council have sent a message to DART: The City of Dallas and its citizens are ready for DART to build, and we are looking forward to an effective partnership that will bring mobility improvements throughout our area.

FUNDING REQUEST

Federal funds are being sought for the South Oak Cliff segment of the Starter System phase of DART's Transit System Plan. The segment meets or exceeds UMTA's cost effectiveness criteria. Quite frankly, the South Oak Cliff Corridor is a strong candidate for major transit improvements under any criteria. DART was one of the first transit properties to be granted an expedited Alternatives Analysis/Draft Environmental Impact Statement process. Of the cities granted the expedited AA/DEIS process, DART is the most advanced.

The South Oak Cliff segment is located in the City of Dallas and holds the greatest promise for immediate benefit to the southern region of our city. Southern Dallas has a large concentration of transit dependent riders. In recent years, the City has established a major economic development program, focused on southern Dallas. The city's efforts are complemented by the recently created Southern Economic Development Corporation, which was created by the City of Dallas to be advocate for southern Dallas.

The corporation efforts focus on marketing, business retention and expansion, business relocation, and financing. Business expansion prospects and relocating corporations are highly interested in our regional transportation system, as it provides a principal means for employees to reach their jobs. DART can be a major factor in the revitalization of southern Dallas, providing mobility to the area as well as significant capital investment and job opportunities. Further evidence of DART's importance to current Dallas employers, is the fact that DART has the largest corporate pass program in the country.

CONCLUSION

We need your help. The $30 million request for FY 1991 represents a modest share of federal assistance. Federal funding will be used for construction and right of way acquisition only. DART's adopted Financial Plan ensures continued commitment of local funding of operating deficits consistent with Secretary Skinner's Initiative. DART's member cities have committed to fund 80% of the cost of the $625 million Starter System Phase, with a proposed federal share of 20% or $125 million over the next five years. Under Secretary Skinner's Overmatch Initiative Program, DART has acted under good faith. With a commitment to public/private partnerships and efforts to operate an environmentally sound system, DART is striving to be a model transit property. With your assistance we can begin to implement our long range regional transit solutions. Thank you for your consideration. We look forward to your support.

Mr. **Bartlett**. Mr. Chairman, I'm here to support the Dallas Area Rapid Transit System's request of $30 million for the starter line for the South Oak Cliff segment of DART. I know that this subcommittee has been in constant communication with Dallas and with DART since we've begun the development of the system, and I want to take note that we in the Dallas area have had several stops and starts and we're now to the point, I believe, that we have a very largely locally supported program, one that is the most cost effective of any that we have presented to you, insofar as I know one of the most cost effective in the entire nation, one that is principally locally funded and one in which there is, I think, an appropriate role for Federal funds given the Congress' commitment to provide Federal funding for new starts and new construction of this type.

Mr. Chairman, the Dallas Area Rapid Transit is asking today for $30 million for their starter line, specifically for the South Oak Cliff segment of the light rail system. There are two projects along that South Oak Cliff corridor: There is the acquisition of the right of way and the construction of the Trinity River Bridge. The Federal portion of the South Oak Cliff Central Business District Line will be 50 percent. The total cost of that line is $250 million. But the total starter system will be constructed over fiscal year 1991 to fiscal year 1997. It will be on a fast track basis. The Federal portion of the entire project is projected to be only 20 percent, or $125 million out of the total $625 million in construction costs. So DART is proposing an 80–20 match of 80 percent local and 20 percent Federal for the construction side.

On the operating side, I would take note that this funding, that DART does have a dedicated funding source, a one percent sales tax on a regional basis. It is dedicated entirely to transportation. And DART will not be depending on Federal funding for the operation of our system either now or in the future or in this rail concept.

The South Oak Cliff in terms of effectiveness, the South Oak Cliff segment which you'll be considering funding partially, the $30 million, meets or exceeds UMTA's cost effectiveness criteria in every case. It is a pay-as-you-go proposal, which DART and the Dallas area cities have spent the last several years developing. It is a new plan that I think is substantially better than even the ones that had been proposed in the past. It involves a total cost of $12 per new rider, which is down from $33 per new rider in the previous request, or $3 per total rider, down from $5.40 per total rider.

DART plans to begin immediately and begin on the locally funded segment of the starter system by October 12, 1990, and would have plans to obligate the fiscal year 1991 funding from the Federal Government during fiscal year 1991.

I would also note that there is considerable local support for the proposal. As with any proposal of this size, there are those in Dallas and the Dallas area that don't support it, but by and large, this DART plan enjoys if not universal at least very widespread support on a local basis, as indicated the Mayor's presence, as indicated by my colleague, Martin Frost, from across the aisle, and he and I joined together in supporting this proposal.

Indeed, the master interlocal agreement that was the product of several years in the making between the City of Dallas and DART was adopted at the City of Dallas level by a 9 to 2 council vote, and at the DART Board level representing the entire region by a final vote of 23 to 2.

It is a multi-modal plan, bringing in both light rail and high occupancy vehicle on the highways, paratransit, suburban intralocal transit commuter rail and a variety of other systems, and this system will utilize rather considerable private sector contractors to provide both bus and rail service in Dallas.

So, Mr. Chairman, I do join with my colleague Martin Frost in recommending this allocation of $30 million for this starter system for the Dallas Area Rapid Transit System.

Mr. LANE. Good afternoon, Mr. Chairman and Members of the Subcommittee. I am Marvin Lane, Chairman of the Board of Dallas Area Rapid Transit.

Many people have helped DART to make this appearance here today possible. Some of them have already been introduced to you. I'd like to introduce a few more. With me today are fellow board members Linda Wise, who also serves as Vice Chairman; David McCall, who served as Chairman of this board for three years; Bob Wilbur; Jerome Garza; Donna Halstead; Bob Price and Jim Jenny, who is a former councilman of the City of Carrollton.

On my left is Chuck Anderson, our Executive Director, and Shirley Delibre, our Deputy Executive Director, is also here.

We are very fortunate to have very strong business and civic support for this project. Here in the room today is John Crawford of the Dallas Chamber of Commerce who serves as Chairman of their Transportation Committee; Walt Human, from the Dallas Citizens Council, who serves as Chairman of their Transportation Committee; Dan Petty, who is Chairman of the Central Dallas Business Association; Larry Fontz, who is President of the Dallas Central Business Association; and Larry Barker, from the North Dallas Chamber of Commerce, who serves as Chairman of their Transportation Committee.

We appreciate their assistance so very much, but I especially want to thank Representatives Frost and Bartlett and Mary Strauss for their testimony and support today.

DART's fiscal year 1991 Section 3 discretionary funding request, as has been stated, is $30 million. These funds are sought for the South Oak Cliff segment of our light rail line. DART has a 1 cent sales tax as a dedicated funding source. DART is not dependent upon Federal funds for operating assistance today, it will not be for rail operations in the future. The DART service area covers 700 square miles, with a population of 1.7 million and an employment base of 1.3 million.

Before describing the technical aspects of the funding proposal, I'd like to take a minute to discuss the evolution of DART and the new transit plan. DART first made its appearance before this subcommittee in 1988, as Mayor Strauss said. But much has happened since then.

In June of 1988, 60 percent of the voters in our service area soundly rejected the use of long-term debt to finance a 93-mile light rail system. In response to that election defeat, the DART Board of

Directors initiated a reevaluation of the agency's course. At DART's request, the North Central Texas Council of Governments conducted an extensive independent survey to determine the public's attitude about regional transit. We had far reaching outreach programs with over 100 community meetings being held.

The product of this public involvement as well as technical studies was the development of a new long-range pay-as-you-go transit plan. The DART Board formally approved that plan in June of 1989, one year and two days after the bond defeat.

As Congressman Bartlett indicated, the previously adopted plan had a cost per rider of $33 and a cost per total rider of $5.40. Under this new plan, the cost of a new rider is $12 and the cost of a total rider is $3. The South Oak Cliff segment for which Federal funding is sought meets or exceeds UMTA's cost effective criteria.

Mayor Strauss discussed the local support and political consensus for this plan. It is very strong. As Congressman Bartlett indicated, most recently, a master interlocal agreement between the City of Dallas and DART was formally signed. And I cannot over stress the significance of that agreement.

The multimodal transit plan consists of a regional bus system, suburban mobility, paratransit van service, high occupancy vehicle lanes, commuter rail and light rail. The regional bus system will be fully integrated to complement the rail system. No bus service will duplicate or parallel new rail service.

The total cost over 20 years is $2.4 billion. The financial plan calls for 80 percent DART and 20 percent Federal funding mix. Fixed guideway systems is 66 miles of light rail, 37 miles of HOV and 18 miles of commuter service. The first segments of the light rail system are to be in revenue service by 1995, with the complete starter line in service, which is a 20-mile segment, in operation by 1996.

The first segment of the RAILTRAN commuter rail project is to be operational in 1991. It will be completed to the DFW Airport in 1996. The first AROM HOV facility is scheduled to be in operation in 1991, along East R. L. Thornton Freeway.

D.A.R.T. intends to initiate final design, complete all necessary rail right of way acquisitions, and commence construction of starter line before the end of 1990. This is possible only after local adoption of the locally preferred alternative and UMTA's acceptance of the locally preferred alternative reports, as well as UMTA's approval of the final environmental impact study.

I strongly believe we have achieved a level of political stability. We maintained strong financial management standards. We respect those concerned citizens with differing opinions and have maintained an open dialogue with all interested parties to ensure that decisions are based on the most current and accurate information.

Your consideration of our $30 million request is greatly appreciated. It would be our please to answer any questions that you might have, but first let me thank you for allowing all of us to discuss our request with you today, Mr. Chairman.

Thank you.

[The prepared statement of Mr. Lane follows:]

Statement By

Marvin M. Lane, Jr.

Chairman

Dallas Area Rapid Transit

Before The

Subcommittee on Transportation & Related Agencies

Committee on Appropriations

U. S. House of Representatives

April 26, 1990

DART

INTRODUCTION

Good Afternoon, Chairman Lehman and members of the Subcommittee. My name is Marvin Lane, Chairman of the Board of Directors. I am pleased to present the Dallas Area Rapid Transit's FY 1991 Funding Request. There are many people that helped DART overcome many challenges to make this appearance today possible. Some of those people are here today and have already been introduced to the committee. I want to thank Mayor Strauss for her testimony on behalf of the City of Dallas.

The authority's FY 1991 Section 3 discretionary funding request is for $30 million.

Federal funds are being sought for the South Oak Cliff segment of the Light Rail System. The segment meets or exceeds UMTA's cost effectiveness criteria. A local overmatch commitment (80% DART, 20% Federal) was made as a demonstration of local responsibility and is consistent with the Administration's National Transportation Policy. DART was granted one of the first expedited AA/DEIS Process because of its dedicated local funding source, commitment and utilization of public/private partnerships, and its local overmatch commitment.

DART enjoys a strong working relationship with UMTA and its regional office, as well as with Administrator Brian Clymer. Mr. Clymer has always been candid and professional in his dealings with DART. DART has benefited from the special treatment received under Secretary Skinner's Section 3 Overmatch Initiative. DART has acted under good faith and maintained the integrity of Section 106 of the Historic PreservationAct, the National Enviromental Policy Act and of Section 3(i) of the Urban Mass Transportation Act, under which the AA/DEIS process is performed.

BACKGROUND

Before describing the technical aspects of the funding proposal, I would like to take a short time to discuss the evolution of DART and the new Transit System Plan. Some of you may recall, that DART made its first appearance before the Transportation Subcommittee in 1988.

DART has a one-cent sales tax as a dedicated funding source. DART is not dependent on federal funding for operating assistance, and will not be for the rail operations in the future. The DART Service Area covers 700 square miles, with a population of 1.7 million and an employment base of 1.3 million. In June of 1988, 60% of voters soundly rejected the use of long-term debt to finance a 93 mile light rail system.

In response to the election defeat, the DART Board of Directors shifted the agency's course. An extensive, independent citizen survey was conducted by the North Central Texas Council of Governments for DART to determine attitudes about regional transit. DART has coordinated a far reaching community outreach program and during the last year over 100 community meetings were held. We identified early action projects to be completed in less than two years.

The product of this public involvement, as well as technical studies, was the development of a new long-range, pay-as-you-go Transit System Plan. The DART Board formally adopted the Plan after intense study by the Board and staff and after extensive public hearings were conducted. The previously adopted service plan had a cost per new rider of $33 and a cost per total rider of $5.40. The new Plan has a cost per new rider of $12 and a cost per total rider of $3.00. The South Oak Cliff Segment, for which federal funds are sought, meet or exceed UMTA's cost effectiveness criteria.

Since formal adoption of the plan by the Board in June, 1989, the plan has achieved a high degree of support. Local citizen support is evidenced by the 65% or greater voter approval in 8 suburban elections to remain in DART and by two other cities cancelling withdraw elections. The 12 city councils that have taken action, have adopted resolutions of support for the plan. Business and Civic organizations, including the Metroplex Mayor's Association, have adopted formal resolutions of support as well.

Most recently, a Master Interlocal Agreement between the City of Dallas and DART was formally adopted by the Dallas City Council by a 9 to 2 vote and by the DART Board of Directors by a 23 to 2 vote. Mayor Strauss described the significance of this agreement in her remarks.

DESCRIPTION OF TRANSIT SYSTEM PLAN

The multi-modal transit plan consists of a regional bus system, Suburban Mobility and ParaTransit Van Service, High Occupancy Vehicle lanes, commuter rail and light rail transit. DART's bus system is being configured so that it will support the light rail system. We are currently planning to reorient bus routes to feed ridership onto the rail system, rather than have competing trips into the Dallas Central Business District. In addition, we are examining how we can augment our crosstown bus service and neighborhood collector routes, again, focused on how bus passengers can feed into the light rail system. Light rail service is only introduced into areas in whch it is more cost effective then bus service.

The total cost of the system over 20 years is $2.4 billion. The financial plan calls for an 80% DART and 20% federal funding mix. The fixed guideway system contains: 66 miles of light rail transit; 37 miles of HOV; and 18 miles of commuter rail service

DESCRIPTION OF STARTER SYSTEM

The proposed Starter System's light rail transit lines extend from Park Lane in the North Central Corridor through the Dallas Central Business District to Westmoreland in the West Oak Cliff Corridor and to Ledbetter Drive in the South Oak Cliff Corridor. The Starter System also includes the complete commuter rail line in the RAILTRAN right-of-way from the Dallas CBD to D/FW Airport, and the interim HOV lanes proposed in the Intermediate Action Program: a movable-barrier contra-flow lane along I-30 (East R. L. Thornton Freeway); and concurrent-flow diamond lanes on I-635 (LBJ Freeway) and I-35E (Stemmons Freeway).

The first segments of the starter light rail system are to be in revenue service by 1995, with the complete starter light rail system, a 20 mile segment, in operation by 1996. The RAILTRAN commuter rail project's first segment to the South Irving Transit Center is to be in operation in 1991, with the completed project to D/FW Airport in revenue service by 1996. The first interim HOV facility is scheduled to be in operation by 1991 along East R. L. Thornton Freeway, a joint project between DART and the State Department of Highways and Public Transportation.

CURRENT BUDGET

The DART Board unanimously adopted the FY 1990 Budget: Operating and Charter $119 million: Capital Projects $106.6 million. Actual revenues are above budget estimates and operating expenses are under budget estimates.

Board policy is that the percentage of operating costs funded by sales tax revenues will not exceed 50%. DART's financial stability is evidenced by an unrestricted fund balance of over $280 million. DART does not now, and does not contemplate, using Federal funds for operating asistance. DART does, however, recognize the importance of such funding to many properties across the country.

CURRENT OPERATIONS

DART's bus fleet consists of 883 vehicles, which operated 1.8 million bus revenue miles in February 1990 and carried an average of 158,000 weekday riders. Total passenger trips are trending upwards, with January and February 1990 monthly totals showing an 8.6% increase over the same period in 1989. A sound ridership base, who's future transit needs will be served by light rail is developing.

Suburban express and suburban local ridership is up 4.4% and 2.5%. Our Suburban mobility Service is operated by the private sector and has been recognized nationally as a modal service for its cost effectiveness and innovation in meeting the unique transit needs in activity centers located outside the Central Business District.

The DARTAbout Program, developed in response to the unique suburban transit needs in which standard buses were replaced with 12 passenger vans, is one year old. The program is continuing to establish itself with ridership increasing steadily during its first year of operations. Contracts awarded to the private sector to operate transit services totals $28.5 million, representing 24.6% of the operating budget.

READY TO BUILD

DART could be in final design, complete most right-of-way acquisitions, and commence construction on a locally funded segment of the Starter System by October 12, 1990. Pending approval of the final Environmental Impact Statement, DART has scheduled commencement of construction on the South Oak Cliff Line. We will obligate the requested appropriation in FY 1991.

Administrative and managerial costs as a percentage of operating costs continue to decrease. DART has gathered a group of top notch professionals in the field of transit to design and build the system. DART has also hired a project management team which has developed a computerized project monitoring system to ensure the project is constructed on time and within budget.

We have achieved a level of political stability. We maintain strong financial management standards. We respect those concerned citizens with differing opinions and have maintained an open dialogue with all interested parties to ensure that decisions are made based on the most current and accurate information. The Board of Directors recently adopted a comprehensive mitigation policy to ensure the channels of participation are always open.

FY 1991 FUNDING REQUEST

This section provides a brief summary of the status of the Alternatives Analysis/Draft Environmental Impact Statement (AA/DEIS) and describes the proposed program of projects for a New Start appropriation in the FY 1991 UMTA budget.

SOUTH OAK CLIFF ALTERNATIVES ANALYSIS/DRAFT ENVIRONMENTAL IMPACT STATEMENT

Background and Status

In November 1988, UMTA approved the initiation of an Alternatives Analysis/Draft Environmental Impact Statement for the South Oak Cliff Corridor including the Dallas CBD, as depicted in Figure 1. At that time, DART had also just begun developing a new Transit System Plan. Work on the AA/DEIS was delayed until the new System Plan was completed. In April 1989, Secretary of Transportation Skinner announced his new Section 3 Overmatch Initiative. The initiative gave preferential and expeditious treatment to AA/DEIS projects in which the sponsor was willing to substantially overmatch Federal funds. In June 1989, the DART Board of Directors approved the new Transit System Plan and associated Financial Plan which stipulated that only 20% ($125 million) of the total Starter System cost of $625 million would come from Federal funds (1990 dollars).

On July 26, 1989, DART requested UMTA approval of a new proposal to expedite the South Oak Cliff AA/DEIS based on the DART overmatch initiative. On September 15, 1989, Deputy UMTA Administrator Mross, approved the DART request to receive expedited treatment of DART's AA/DEIS. DART's plan to provide 80% of the Starter System cost is the highest local contribution percentage of any agency approved by UMTA to participate in the Section 3 Overmatch Initiative.

The UMTA staff has done a excellent job of reviewing the reports submitted by DART within the two-week, agreed-upon review period. This has permitted the expedited process to remain on schedule.

The draft AA/DEIS document was recently completed and it has been transmitted to UMTA for review. The document will be circulated to the community for public meetings and hearings during May and June. The DEIS and Locally Preferred Alternative will be submitted to UMTA by July 1990.

PROPOSED PROJECT FOR FY 1991 EARMARK OF SECTION 3 FUNDS

DART is proposing Section 3 discretionary funding in FY 1991 for two projects along the South Oak Cliff Corridor. These projects are: 1) the acquisition of right-of-way and 2) construction of the Trinity River bridge.

The two final AA/DEIS alignments from the South Oak Cliff Line to the CBD of Dallas have been approved by both the DART Board of Directors and UMTA. The alignments will require a substantial investment in right-of-way. The System Plan alignment utilizes the Santa Fe Railroad right-of-way (from the crossing of Moore Street on the Oak Cliff portion of the South Oak Cliff Corridor to the vicinity of I-30) and land for a maintenance facility and lead track. The estimated cost to acquire this property is $20 million. This figure is based on previous costs for railroad right-of-way and facility recently purchased.

In order to gain access to downtown Dallas, a Trinity River crossing is required. The System Plan alignment recommends, and the AA/DEIS is evaluating, the construction of a bridge across the Trinity River. The bridge has been the subject of a number of DART design and engineering studies associated with the 1986 Service Plan. Based on these studies, it is estimated that the bridge will cost $20 million.

The alternative alignment to that of the System Plan is the Jefferson Blvd. Viaduct. This alignment begins at the Santa Fe Railroad at Moore and travels northwest, crossing Interstate 35E and connecting with the existing Jefferson Blvd. Viaduct and then connecting to the selected CBD alignment near Union Station. The cost of both the right-of-way, required modifications to the existing Jefferson Blvd. Viaduct, and aerial structures over I-35E is estimated to be $40 million. Funds are included for the acquisition of one of the maintenance facility sites included in the AA/DEIS.

The following table summarizes the FY 1991 UMTA Section 3 Discretionary Funding Program request and the Seven Year Starter System (FY 1991 - 1997) cost schedule.

LIGHT RAIL STARTER SYSTEM FINANCIAL PROPOSAL (In 1990 Dollars)

FY 1991 Program

	Total	UMTA	DART	% UMTA
Right-of-way for S. Oak Cliff Line	$20	$15	$5	75%
Construction for S. Oak Cliff Line	$20	$15	$5	75%
Total for S. Oak Cliff Line	$40	$30	$10	75%

FY 1991 - 1997 Starter System *

	Total	UMTA	DART	% UMTA
South Oak Cliff/CBD Line	$250	$125	$125	50%
West Oak Cliff Line	$100	$0	$100	0%
North Central Line	$275	$0	$275	0%
Total for 20 Mile Starter System	$625	$125	$500	20%

* Includes FY 1991 amounts from above.

The $125 million represents a 20% Federal share of the total Starter System cost of $625 million. DART will provide the remaining $500 million local share.

Scheduling of the Proposed Projects

In addition to the AA/DEIS timetable, Figure 2 is the Preliminary Master Schedule for Transit Starter System. Included under "ROW" is the schedule for acquisition of right-of-way. The schedule for the Oak Cliff-2 (OC-2) section includes the Trinity River Bridge. Award of a construction contract for the bridge will be in July 1991.

CONCLUSION

In summary, our request is for $30 million in FY 1991 Section 3 discretionary "new start" program funds. The funds will be utilized for construction and right-of-way associated with the 6.8 mile South Oak Cliff segment. The segment meets or exceeds all UMTA cost effectiveness criteria.

The South Oak Cliff segment is a component of the new Transit System Plan that was developed through extensive pubic involvement. Local support and political consensus have been clearly exhibited. Throughout the final design and construction phase, opportunities for continued public input will be available.

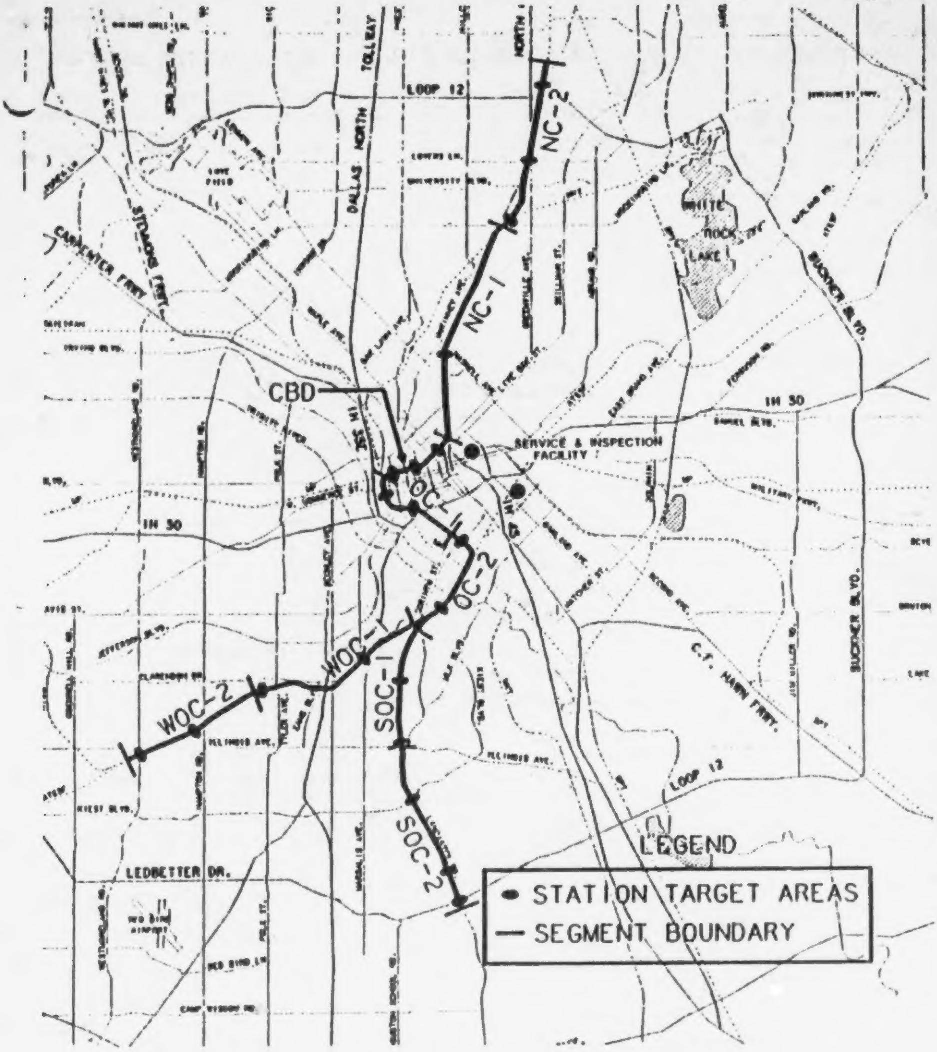
As a further demonstration of local responsibility, DART has commited under good faith to Secretary Samuel Skinner's Local Overmatch Initiative Program. DART will fund 80% of the total system cost with local sources, and will seek a maximum of 20% from the Federal government.

As one of the first to be granted the process, DART is in the final stages of completing the expedited Alternatives Analysis/Draft Environmental Impact Statement process for the South Oak Cliff segment.

DART's mission is to create a transportation system that, within the DART Service Area, provides mobility, improves the quality of life, and stimulates economic development through implementation of the DART Service Plan. We need your assistance and support to accomplish this mission.

Thank you for the opportunity to testify today on our FY 1991 funding request.

Figure 1

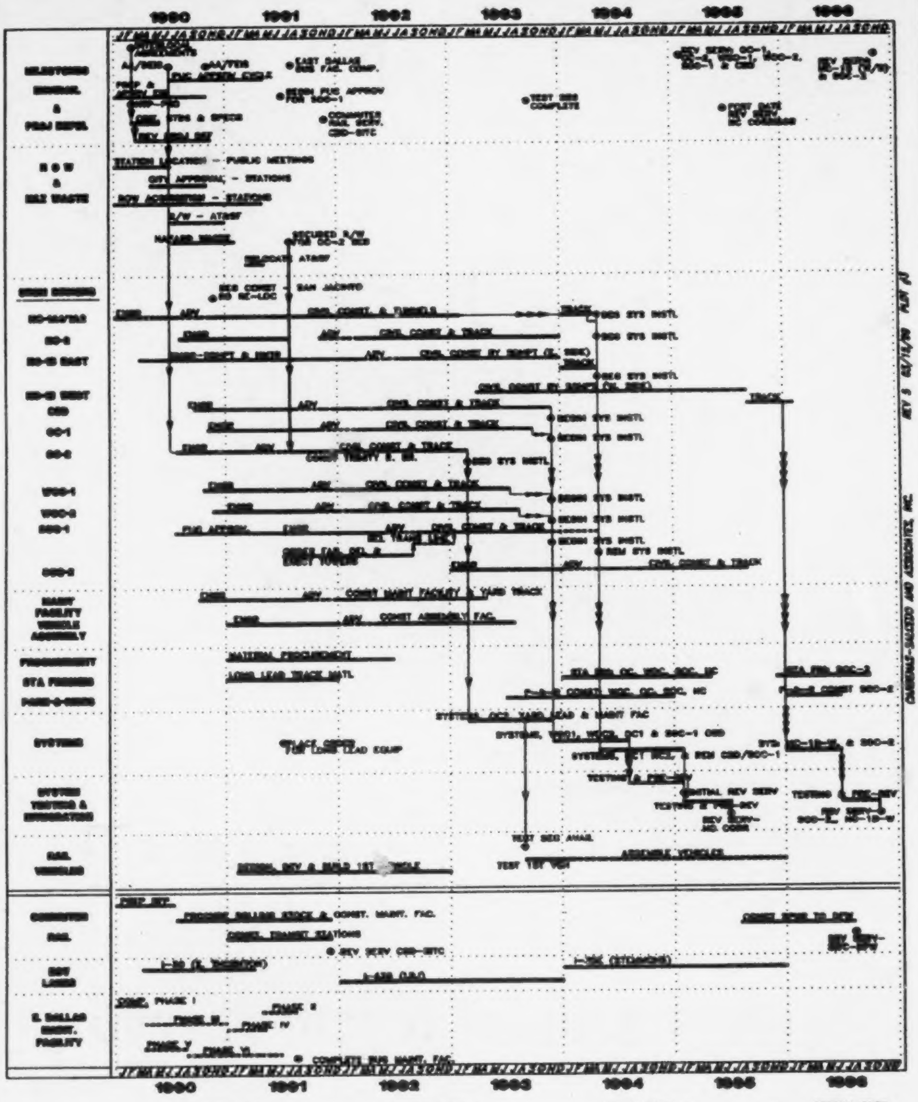

NC-2
NC-1
CBD
OC-1
OC-2
WOC-1
WOC-2
SOC-1
SOC-2
SERVICE & INSPECTION FACILITY
LOOP 12
DALLAS NORTH TOLLWAY
IH 35E
IH 30
IH 45
WHITE ROCK LAKE
BUCKNER BLVD.
CARPENTER FRWY.
STEMMONS FRWY.
C.F. HAWN FRWY.
ILLINOIS AVE.
LEDBETTER DR.
LEGEND
● STATION TARGET AREAS
— SEGMENT BOUNDARY

LIGHT RAIL STARTER SYSTEM

Dallas Area Rapid Transit

O'Brien-Kreitzberg

DART PRELIMINARY MASTER SCHEDULE FOR TRANSIT STARTER SYSTEM



Mr. Harvard. My name is Jack Harvard. My comments are brief because I always heard the briefer you are the more funds you receive.

My name is Jack Harvard. I represent the 20 cities Metroplex Mayors, which is the regional format that has the ability for mayors to talk back and forth to each other. In relationship to DART, it was unanimous. All mayors voted in favor of this funding request.

As Steve had said earlier, occasionally you have people that don't agree with every item. I can tell you that every city, every mayor voted for it. We would appreciate your support and we would appreciate your funding.

Mr. Lehman. How do you stand with UMTA on this now? Have you had any positive response? Do you have problems with them? Where is your EIS?

Mr. Frost. Mr. Chairman, if we may, we'll let Chuck Anderson respond to that question.

Mr. Anderson. Mr. Chairman, we have had a very good relationship with UMTA. We have worked with them carefully and as the Chairman indicated, we have received an expedited process and they've been very quick in turning around our requests for information and so forth.

Right now, we're in the middle of the development of the draft environmental impact statement. It should be completed in draft form by May. It will be out for public comment during the summer and we should have a final draft environmental impact statement and final alternative analyses completed by November.

Mr. Lehman. Are your two Senators on board with this or do you know yet? Are they supportive?

Mr. Anderson. Mayor Strauss, do you want to comment on that?

Mr. Lehman. You know, it would be nice if we could have the same language in the Senate bill.

Ms. Strauss. I feel that our Senators will be very supportive.

Mr. Lehman. Well, it wouldn't hurt to have them maybe talk to the Appropriations Committee and see what they can do.

Ms. Strauss. I will.

Mr. Frost. It's my understanding, Mr. Chairman, that Senator Bentsen is and we are hopeful that Senator Gramm will be also.

Mr. Lehman. How about your Congressional delegation? I know two of you are here, is anybody from the Dallas area going to do one of these like they had when the L.A. transit system was on the floor that day?

Mr. Frost. Mr. Chairman, the other member—there are two other members who have a portion of Dallas: Dick Army has a very small portion of Dallas and John Bryant has a portion of the City of Dallas also. As I mentioned, this project is primarily in my district. A downtown portion of it is in Congressman Bryant's district. It is my understanding that Congressman Bryant's position is that if the City of Dallas requests this, that he will not oppose it, and I believe the Mayor has had a conversation with Congressman Bryant and has expressed her support for it on behalf of the city.

Ms. Strauss. That is correct.

Mr. Frost. That's an accurate summary of the situation.

Mr. Lehman. Mr. Coughlin.

Mr. **Coughlin**. Thank you, Mr. Chairman. We appreciate your testimony and your coming here. The South Oak Cliff segment, I take it, is not the downtown segment. Is that correct?

Mr. **Frost**. It goes through downtown. It's been designated as South Oak Cliff because that's where most of the actual tracks are, is in the South Oak Cliff portion of downtown. There's a map where they can show you. Chuck, you may want to comment on that.

Mr. **Anderson**. Yes, the South Oak Cliff Corridor and alignment runs from about Ledbetter across the Trinity and through the downtown to the eastern edge of downtown.

Mr. **Coughlin**. And would the proposed subway which has not yet been—I take it does not meet the economic criteria of DOT—where would that be?

Mr. **Anderson**. That's being examined at the present time through the alternatives analysis. But the preferred alternative at the present time that we're examining is along Pacific Avenue, and that initially would be surface transit and then when conditions are met, as Mayor Strauss indicated in her testimony, the Board has agreed to construct the subway.

Mr. **Coughlin**. So you'd construct this and then tear this down and build a subway?

Mr. **Anderson**. It would be the plan to probably continue the surface transit in conjunction with the subway because at the time subway will be needed, it's rather apparent to us by our ridership growth that we'll need two lines downtown.

Mr. **Coughlin**. But this essentially serves the same route as the subway would.

Mr. **Anderson**. Yes, it does.

Mr. **Bartlett**. If I may further respond, the assumption is that it is some years off before you would have the ridership to justify a subway. But the City of Dallas wants to keep that as a preferred option at that time, at the appropriate time, but it is not anticipated that a subway would be constructed at any time in the near future.

I'd just note in addition, this line works with or without a future subway, and it wouldn't be the proposal to tear this line down to build a subway.

Mr. **Coughlin**. That's what I was trying to get straight in my mind.

Mr. **Bartlett**. This line works with or without it, it's the intention to build it with it because the ridership justifies it. As I understand both DART and the City of Dallas' judgment is if at any time in the future, the ridership justifies a subway, then it would be an add-on but it wouldn't be a replacement.

Mr. **Frost**. It is an option that everyone wants to keep very much alive at the appropriate time and that was carefully negotiated between DART and the City of Dallas to make it clear in their interlocal agreement that when the ridership justified it, that the City of Dallas and DART would pursue the subway, but only at that time.

Mr. **Coughlin**. And your ridership estimates for the South Oak Cliff segment do meet DOT's criteria.

Mr. **Bartlett**. Yes, sir.

Mr. Coughlin. Thank you, Mr. Chairman.

Mr. Lehman. Mr. DeLay.

Mr. DeLay. Thank you, Mr. Chairman. It's good to see my colleagues from Texas here and I welcome Mayor Strauss to this Committee. I have two or three questions that are all related.

All of you have alluded to the opposition and the opposition is here to testify today. Would you care to describe the opposition, which is called SMART, and tell me who they are, how big they are and what effect you think they may have on this proposal?

Ms. Strauss. Were you speaking to me?

Mr. DeLay. Whoever wants to answer, but I think, Mayor, you would probably be able to answer it better than any one of them.

Ms. Strauss. Well, there are several private citizens who are opposed to DART. I happen to disagree with their analysis, so I will let Mr. Ceverha, who I understand is here, speak for himself. Thank you.

Mr. DeLay. Are these business people? It's very impressive to have 80 percent local funds paying for the project; in fact, you beat Houston on that one. But if it's 80 percent local funds and you have local leaders in opposition in the community, do you see any problem whatsoever in deterioration, in being able to come up with that 80 percent figure?

Ms. Strauss. No, sir, I do not. And in the election, I think it was 65 percent of the people voted for it. Is that correct, Mr. Anderson?

Mr. Anderson. That's correct.

Ms. Strauss. There is overwhelming support within the City of Dallas for DART.

Mr. DeLay. Mr. Lane, I think one more question, Mr. Chairman, and I appreciate——

Mr. Harvard. You asked a direct question, sir, and that is the people involved in SMART—who are they and do they represent a large portion of the population, in essence is your question, I believe I heard.

Representing all the cities in that area, many of the cities through the Metroplex Mayors organization, SMART is a group of individuals who have some very fine people that are involved, some of them are business-related, some are non-business related. Most of the people are good, decent, fine people who have been leaders at some time.

They are a minority. They are a small group. They led an election to overturn long-term debt, and they opposed long term debt approximately two years ago. That election.

That election was overturned by the public in a 60 percent to 40 vote, and the public agreed with that philosophy. But at that time, myself and a number of other mayors then said, "Well, let's find out whether these citizens want DART and they want a rail line—what do they want?" And so we called for an election to decide whether DART should stay or not stay. And it was a very clear-cut situation: should it stay or not stay.

And even though the public did not want long-term debt, they wanted a regional transportation system. And they voted on the average of 65 percent in favor of a regional transportation system. So I think the voice has been told. They've had the chance to be involved. And as I mentioned earlier, the unanimous—every mayor that is a member of our organization voted in favor of this funding and have voted in favor of DART.

Mr. DeLay. I want to clarify that point, too. I'm a little fuzzy on that. You said every mayor—did every city pass a resolution?

Mr. Harvard. Some cities have passed a resolution. I don't have copies of that, of every city, but all the mayors that attended the meeting, and I don't have a list of exactly which ones were at the meeting when we handled that, but at that meeting there was at least 15 mayors and all 15 of those mayors voted in favor of the resolution.

Mr. Lane. Congressman DeLay, if I may add—of the 14 cities in the DART system, 12 of those cities have passed resolutions endorsing this transit plan. The other two cities, the cities of Addison and Buckingham, did not endorse the plan, they just cancelled their withdrawal elections, which to me is the same thing.

Mr. DeLay. Well, don't take my questions as opposing the plan. I just want to give you a chance to get on the record your position on what's going on. I think you've got an interesting approach. The only other question that I have is that like in Houston, Texans love their cars. Mass transit always has and may always have a problem in getting people out of their cars and into mass transit. Your rider figures are very impressive. My question is two-part: One, have you had outside consultation or evaluation such as the Texas Transportation Institute at Texas A&M that doesn't have a vested interest in your rail system take a look at your figures and evaluate them? And secondly, in attracting people to get out of their cars and into this mass transit system, are you proposing to force people in the Dallas area to change their lifestyles?

Mr. Anderson. Mr. DeLay, we have had the full cooperation and independent consultation with the Council of Governments, which is the regional planning agency. They have provided the demographic information, the employment, residential population and the projected ridership for transit. And we feel it's a fair and independent review.

We do work with the Texas Transportation Institute and from time to time they come in and do specific studies for us.

No, we don't intend to change lifestyles with our transit system, but we do intend to give people an alternative through congestion as the increasing levels of immobility are occurring on our highways and freeways. We have struck a very effective partnership with the State Department of Highways and believe that we will be an effective partner. But we won't be changing principally the way people live, we just hope to make it a better quality of life.

Mr. DeLay. Well, that raises another question. If you say that you're giving them an alternative through congestion, does that mean you will oppose any expansion or new projects for improving your freeway systems?

Mr. Anderson. No, sir. All the evidence is that with the increasing numbers of vehicle miles, we're going to need all the roadway capacity that we can achieve and fund, along with all the public transportation that we can achieve and fund.

Mr. DeLay. And your numbers reflect that.

Mr. Anderson. Yes, sir.

Mr. **Frost**. Tom, if I may underscore one point, the South Oak Cliff line which of course extends deeply into my district will primarily serve low, moderate income riders, primarily minority citizens who need the option of public transportation.

Mr. **DeLay**. Good point.

Ms. **Strauss**. I want to clarify something, Mr. DeLay. I think I misspoke. The 65 percent of greater voter approval was when the eight suburban cities had their elections to remain in DART. The City of Dallas had elected to stay in DART, to have DART, many years ago. The election where there was any opposition was only to acquiring the long-term debt.

Mr. **DeLay**. Okay.

Ms. **Strauss**. Thank you.

Mr. **DeLay**. And that vote was?

Mr. **Harvard**. It was 60-40, not to have the long-term debt. It was 65 percent to continue a pay-as-you-go DART system.

Mr. **DeLay**. Okay. Thank you, Mr. Chairman.

Mr. **Lehman**. Thank you, Mr. DeLay. Thank you very much. We'll see you in the Rules Committee. We'll need all the help we can get.

Ms. **Strauss**. Thanks, Mr. Lehman.

Mr. **Frost**. I look forward to your bill coming through.

Mr. **Lehman**. And do try to get some help on the Senate side. It will make it a lot easier for us.

Ms. **Strauss**. We will. We'll have it.

Mr. **Lehman**. All right. Clay Shaw.

Thursday, April 26, 1990.

FEDERAL HIGHWAY ADMINISTRATION, PROPOSED TUNNEL AT PORT EVERGLADES, FLORIDA

WITNESS

HONORABLE CLAY E. SHAW, U.S. REPRESENTATIVE FROM THE STATE OF FLORIDA

Mr. **Shaw**. Thank you, Mr. Chairman. I very much appreciate you and Mr. DeLay staying to hear my testimony, so I'll be mercifully brief. I have a prepared statement which I would ask to submit for the record.

Mr. Chairman, this is a project which you are very much aware of. You've visited the site, you've been there, you know the statistics, you know the need for it. There is a drawbridge which goes over the intercoastal waterway which is the roadbed on which A-1A connects from the beach into U.S. 1. It is the only evacuation route from the beach down at that area, in that A-1A does not cross the entrance at Port Everglades.

At Port Everglades, there is a huge convention center that is being placed there. That is being placed right at the foot of an old bridge that is obsolete in its capacity and in its ability to handle the traffic needs in Fort Lauderdale. The convention center itself is going to make it worse.

Right now, the bridge raises every 15 minutes and traffic extends in each direction, stopped traffic, parked traffic, for one-half mile during just about every day time opening. Also, it's probably one of the most active boating areas in the state of Florida. I would guess that the entrance to Port Everglades might very well handle even more traffic than Hallover or Government Cut would down in Dade County. I'm not sure of that, but I cannot imagine our handling any more boating traffic than we do right there at that area. This has created traffic conditions which are intolerable at this particular point.

We have researched different areas and different ways to go, and it's the conclusion of the City of Fort Lauderdale, Broward County, Port Everglades Commission, that the logical answer to our needs is a tunnel. The tunnel is, of course, quite expensive; we understand that. But it would be a permanent answer to the question, and we feel that it is very important.

What we are asking this committee for this year is an appropriation for purposes of design, right of way acquisition, environmental study, and these type of details, pre-construction money—and incidentally, the right of way acquisition is probably the most important part of this—so that we can get this project started.

If we do not get it started this year or next year, the problems are probably going to get so far ahead of us that we'll never be able to come back and have this opportunity again. Because of the convention center, hotel growth in that area will be substantial. The construction staging area which we need which would take up approximately $5 million, at least that's the estimate that I'm submitting to the committee, that land now has a very old hotel which probably would be knocked down in any instance, and in this particular instance, would be necessary for a staging area for the construction of the tunnel.

The amount that I'm asking in this appropriation this year is $8.2 million. Last year, this Committee approved $1 million for initial design and study. However, the amount did not make it through the conference process. We're coming further along here, and we're asking this Committee at this point to include it in the appropriation bill, $8.2 million.

[The prepared statement of Mr. Shaw, Jr., follows:]

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Statement of the Hon. E. Clay Shaw, Jr.
April 26, 1990
Submitted to the House Appropriations Committee
Transportation Subcommittee

Mr. Chairman, I would like to take this opportunity to submit this statement regarding a federal funding request for the 17th Street Tunnel/Causeway across the Intracoastal Waterway (ICWW) in Fort Lauderdale, Florida. As authorized in the Surface Transportation and Uniform Relocation Assistance Act of 1987, a feasibility report by the Federal Highway Administration (FHWA) and Florida Department of Transportation was prepared in 1988 documenting the crucial need and importance of such a project.

Presently, there is a drawbridge that spans the ICWW; however, this bridge is old, requires costly repairs and experiences frequent openings each day. In 1986, this bridge opened an average of 43 times a day, and today it opens as often as every fifteen minutes. This has resulted in long lines of vehicular traffic averaging well over a half mile in both the eastbound and westbound directions, as well as an alarmingly high accident rate in this area. The accident ratio of 1.87 accidents per million vehicles using the facility was above the statewide average of 1.28 for similar facilities. The 17th Street Bridge is the most heavily traveled route across the ICWW in Broward County and is only getting worse.

Twenty percent of daytime traffic using the facility has experienced stop delays resulting from bridge openings. These lengthy periods of Level of Service (LOS) "F" operation, considered intolerable traffic flow, are increasing as water and vehicular traffic increases in the Fort Lauderdale area.

Such conditions also have a severe impact on response times to locations east of the ICWW for the Broward County Emergency Medical Services (EMS), whose ambulance and emergency vehicles use the crossing an average of 12 times a day. Not only would a free flow facility, such as the proposed tunnel, greatly improve response times and medical care to the oceanside community, but it would eliminate the long lines and reduce the number of accidents in this area.

In addition to vehicular traffic, water vessel traffic has also been inconvenienced by the bridge openings. Water vessels are required to wait a minimum of 15 minutes between bridge openings, causing long lines along the ICWW and creating navigational problems for Port Everglades and its associated shipping traffic. Since the drawbridge is the busiest entry and exit point for the Intracoastal Waterway in Fort Lauderdale, both water and vehicular traffic will continue to suffer, particularly due to Port Everglades expansion as well as a new convention center which is now under construction and due to open in the fall of 1991. Situated on 33 acres at the northern end of Port Everglades, the convention center is bordered by the Intracoastal Waterway, the Southeast 17th Street Causeway, and Eisenhower Boulevard.

The cost of maintaining the status quo of the existing bridge in terms of total delay and accident costs was $29 million (1987 dollars) over a 50-year period. In addition, the bridge will be functionally obsolete (can not carry the traffic demands) by the early 1990s, due to a projected 2.5% annual increase in bridge openings and a 1.5% projected annual increase in traffic volume. Clearly, a sizable amount of money could be saved by replacing the bridge with a free flow alternative. A tunnel under the ICWW would be the most efficient and viable alternative, due to the fact that a new bridge would still have to be a drawbridge in order to accommodate high mast vessels. In addition, the approach roads and ramps to this bridge would have to be built so high that the surrounding property values would be destroyed.

Mr. Chairman, the City of Fort Lauderdale, Broward County, and the State of Florida have each committed to provide funds for this project. We respectfully request an initial $8.2 million for FY 1991 funding for preliminary engineering and design, environmental findings and right-of-way acquisition. As you may recall, $1 million was authorized for preliminary engineering last year in the House for this project, but was removed in the Senate and not restored in the Conference Committee. We would appreciate consideration this year for this request, particularly in light of Florida's increasing population and congestion problems.

Attached is a proposed spending plan for this project. Thank you for your consideration.

S.E. 17TH STREET CAUSEWAY
PHASE II FUNDING ANALYSIS

4-LANE OPTION

Task No.	Description	1991 Funding	To Be Funded
1.	Preliminary Engin./Design	$625,000	$1,050,000
2.	Right-of-Way Plans	$70,000	$0
3.	Environmental Documents	$200,000	$0
4.	Permit Coordination Package	$65,000	$0
5.	Hazardous Materials Survey	$50,000	$0
6.	Design/ROW Surveys	$75,000	$0
7.	Photogrammetric Mapping	$15,000	$0
8.	Geotechnical Investigations	$100,000	$350,000
9.	ROW Acquisition		
	@ S.E. 23rd Avenue	$2,000,000	$0
	Staging Area	$5,000,000	$0
	Permanent Easements	$0	$0
10.	Construction	$0	$74,050,000
	TOTALS	$8,200,000	$75,450,000

NOTE:

All estimates are preliminary and subject to change when a detailed scope of work package has been developed and manhours prepared based on that proposed package. All estimates are in $1989.

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Mr. **Lehman**. Thank you, Mr. Shaw. We'll work this year and try to do all we can for you. But if you could get the senators also to put something in on the Senate side, we still have to do some trading in the conference, it would make it a lot easier for us. I'm fully aware of the need for this project.

Mr. **Shaw**. Thank you very much, Mr. Chairman.

Mr. **Lehman**. Mr. Coughlin.

Mr. **Coughlin**. Total cost of the project is $75 million? Is that correct?

Mr. **Shaw**. That's an estimate. Now, the question is whether or not we're going ahead with a four-lane tunnel or going to expand it into a six-lane tunnel. I think a four-lane tunnel is adequate. There's estimates of anywhere from $60 million up, but I think $75 million is a safe total price tag.

Now, this is not—we're not asking the Federal Government for this entire amount. This would be shared. The State of Florida Department of Transportation has advised us that they would contribute the amount which would be for the construction of a bridge, which is approximately a third of the amount. The City of Fort Lauderdale and Broward County have committed to this project. So I think we've got the dollars pretty much lined up as to who's going to be contributing what.

Mr. **Coughlin**. Do you know about what percentage of the $75 million you would expect to be the Federal share?

Mr. **Shaw**. I think the end result would be a 50–50 match.

Mr. **Coughlin**. Thank you, Mr. Chairman. I appreciate it. Thank you.

Mr. **Lehman**. Thank you, Clay.

Mr. **Shaw**. Thank you, sir.

Mr. **Lehman**. Barbara Kennelly and Nancy Johnson.

Thursday, April 26, 1990.

FEDERAL AVIATION ADMINISTRATION, BRADLEY INTERNATIONAL AIRPORT, CONNECTICUT

WITNESSES

HONORABLE BARBARA KENNELLY, U.S. REPRESENTATIVE FROM THE STATE OF CONNECTICUT

HONORABLE NANCY JOHNSON, U.S. REPRESENTATIVE FROM THE STATE OF CONNECTICUT

WILLIAM LAZAREK, DEPUTY COMMISSIONER, CONNECTICUT DEPARTMENT OF TRANSPORTATION

Ms. **Kennelly**. Thank you, Mr. Chairman. Mr. Chairman, I am pleased to appear before this Subcommittee today to discuss the importance of continuing Federal support for Bradley International Airport.

Last year, the subcommittee agreed to our request for $10 million in discretionary funds to begin reconstruction of the taxiways, and runways at the airport. This year, we are requesting an additional $3 million to continue the work on this project.

Bradley was built during World War II to enhance our wartime infrastructure. Since that time, it has become a world class airport.

However, the wartime runways and taxiways are deteriorating as fast as the airport is growing. This presents a safety hazard that must not be ignored.

Bradley's role in the New England transportation network is growing. Since 1982, the number of daily flights and the volume of passengers at Bradley has doubled. Eighteen airlines now provide service to the airport and plans are underway to establish a nonstop service to the Netherlands. Given Bradley's importance to southwestern New England's economy and transportation system, we know that this growth will continue.

As one of Bradley's most frequent flyers, I have observed the deteriorating surfaces of the runways and taxiways. I believe the State of Connecticut has demonstrated a strong commitment to addressing the problem, and with continued Federal help, the project can continue in a smooth and expedient fashion.

Mr. Chairman, I cannot stress to you the importance of these taxiways and runways because we really feel we've reached the point of danger.

Thank you, Mr. Chairman.

Ms. JOHNSON. Thank you, Mr. Chairman. And in the interests of time, I will not repeat the comments of my colleague. She has laid out for you the importance of this airport. It is beginning already to take the overflow from Boston and New York. Its regional role is enormously important. But you have been very helpful to us in getting this project going. If it hadn't been for your willingness to put language in the report of last year's bill, we would not be where we are with this project now, and we really thank you for that strong support last time, and we're pleased that today the Department of Transportation did finally come through with the $9 million grant to get this project going.

We hope now that you will give us the $3 million of the discretionary funds that we depend on to continue this project. Our state has committed all of the discretionary monies each year to this project, as well as a lot of new money on their part. They have invested $100 million in modernizing the airport, $25 million on a new terminal, and Bill will detail out for you the nature of the problems and some of the investments that the state has made. But this is truly a state-Federal project that will create a modern and important international facility in the northeast that is desperately needed.

And we thank you for your past support and ask for your current support. I would have to say I must excuse myself. I know that Bill will be able to answer your questions. Thank you.

[The prepared statement of Ms. Johnson follows:]

TESTIMONY OF

REP. NANCY L. JOHNSON

BEFORE THE

COMMITTEE ON APPROPRIATIONS

SUBCOMMITTEE ON TRANSPORTATION

ON THE

FISCAL 1991 AIRPORT IMPROVEMENT PROGRAM

APRIL 26, 1990

Mr. Chairman, I appreciate the opportunity to testify before you today on a particular item within the Airport Improvement Program of interest to the State of Connecticut.

Almost a year ago to the day, our state's delegation submitted testimony to your subcommittee in support of federal discretionary money to provide for the badly needed reconstruction of runways at Bradley International Airport in Connecticut. Your subcommittee wisely included report language listing this as a priority project and I am happy to announce that Secretary Skinner today approved $9 million in fiscal year 1990 discretionary money to fund the first phase of this massive project.

I am here today to ask your support for $3 million in FY 91 AIP discretionary funds to continue the project.

Mr. Chairman, because Bradley is owned by the state of Connecticut, the airport has long been a real asset for the people of our entire state. Rep.

However, its role as a regional airport has taken on new dimensions as the economies of both the state and New England as a whole have grown. Moreover, as traffic at nearby Logan International and New York's airports has approached ultimate full capacity, Bradley has been transformed into a major component in the region's transportation future. We also hope that Bradley will soon be given permission to accept non-stop international flights to the European continent.

Mr. Chairman, our state government has shown its steadfast commitment to making Bradley a first-class airport. It has overseen a $100 milion modernization program, including a new $25 million terminal, financed entirely through the airport's operating revenue. Now, the reconstruction of the airport's World-War-II-vintage runways and taxiways is considered the airport's top priority. The state has, in fact, planned to commit the full amount of its annual FAA entitlement of about three to four million dollars per year to the runway project until it is completed.

I am pleased that Secretary Skinner today approved the first phase of funding for this project, including $9 million in discretionary funding to complement the airport's $3.4 million FY 90 entitlement. Again, I wish to thank the subcommittee for their past support which has made this possible. Reconstruction of Bradley's runways is a five-year project, however, and we hope you will support our request today for $3 million for the next fiscal year.

The full cost of this project will approach $45 million, of which the state is requesting about $20 million in discretionary funding over the five-year program. With Secretary Skinner's announcement today, the state is about halfway toward its fulfilling its $20 million federal discretionary need. Mr. Chairman, we hope you will see fit to keep this funding plan on schedule, and recommend a $3 million appropriation for this project in fiscal year 1991.

# # #

Mr. **Lazarek**. Mr. Chairman, thanks for having us here today and allowing us to appear. I just want to say thank you for the committee report last year. Just as Representative Johnson said, we just heard today that we got the grant as a result of being here a year ago. So we thank you for everything you've done for us.

This will fix the main runway at Bradley, the two-mile runway that the SSTs get diverted to from Boston and New York when they're fogged in, as well all the traffic that we're taking at Bradley.

The $3 million that we're asking for this year, Mr. Chairman, is for the secondary runway, the one that crisscrosses this main two-mile long runway. And as you've heard already, these runways really have not had work, substantial work, since World War II since they were built. We don't and have not got enough money in the revenue. Bradley survives entirely on its own revenues, even though it is part of the DOT. We're squeezing everything we can out. We're paying off the $100 million in revenue bonds that we've used to improve a good part of the airport, and we would very much appreciate the Committee's favorable attention to this $3 million.

Thank you very much for having us.

[The prepared statement of Mr. Lazarek follows:]

DEPUTY COMMISSIONER LAZAREK'S PRESENTATION
TO THE
HOUSE APPROPRIATIONS COMMITTEE, SUBCOMMITTEE ON TRANSPORTATION
REGARDING
RUNWAY RECONSTRUCTION
AT
BRADLEY INTERNATIONAL AIRPORT
FOR THE 1991 CONSTRUCTION SEASON

Mr. Chairman, Members of the Committee, I am William Lazarek, Deputy Commissioner of the Department of Transportation and I very much appreciate this opportunity to appear today with Representative Kennelly and Representative Johnson to present you with a request for FAA discretionary funding to enable us to improve the runways and taxiways at Bradley International Airport.

Commissioner J. William Burns appeared before this committee last year and outlined the need to upgrade the runways and taxiways at Bradley International Airport which were originally constructed during World War II. He also outlined the State's expenditure of $100,000,000.00 for bonds used in upgrading the existing terminal, the construction of a new terminal, and certain other facilities. The upgrading of the runways and taxiways, however, was a task too large to undertake solely with State funding and we accordingly made efforts to obtain federal discretionary funding. I would like to take this opportunity to express our utmost appreciation for the outstanding effort that members of this committee as well as others made which resulted in a commitment of $10,000,000.00 in discretionary funding for the current construction season. We expect construction contracts to be advertised shortly for the major renovation of Runway 6-24 which is the main runway at the airport as well as for Taxiway "E" which is also a very important component of the reconstruction program.

Today, I would like to outline our needs for next year's construction program. I would like to draw your attention to the colored maps which have been furnished to you. The areas shaded in green show pavement areas which will be reconstructed by the end of this construction season as well as certain other areas (such as the Army and Air National Guard ramps) which are the responsibility of the military. Our construction program for 1991 is shaded in red. The principal elements for reconstruction are Runway 15-33, Taxiway "S", and ramps on the south and east sides of the airport. The proposed work which is additional to Runway 15-33 largely reflects the results of a recent consultant study which evaluated all of the pavement areas on the airport. I would like to draw your attention to the Background Data Sheet which was previously furnished to you along with the colored maps. This sheet contains a detailed listing of the projects and also the basis on which we are requesting $3,000,000.00 in discretionary funding for 1991.

In his testimony last year, Commissioner Burns outlined and originally estimated the need for approximately $60,000,000.00 in discretionary funding for the pavement program. I am pleased to advise you that as a result of the consultant's study, it has been determined that substantial sections of the pavements can be overlaid rather than reconstructed in total. This has enabled us to scale down the anticipated cost of the program. We now anticipate that the total discretionary funding needed for the Five Year Program as shown on the colored map, including the anticipated expenditures for the current construction season, will amount to approximately $25,000,000.00. I would like to assure you that every effort is being made to make wise and frugal use of this funding program.

Again, I would like to thank everyone for their outstanding past efforts in this regard and to extend an invitation to anyone who might wish to have a personal tour of the airport or to view the projects under construction this summer.

BRADLEY INTERNATIONAL AIRPORT
BACKGROUND DATA FOR
FAA DISCRETIONARY FUNDING REQUEST FOR
1991 CONSTRUCTION SEASON

Please refer to the accompanying color chart of the airport which shows the overall disposition of our proposed five year construction program (1991-1995). Green shaded areas represent pavements on which reconstruction will have been completed prior to the summer of 1991. Also included in the green shaded areas are ramps which are the responsibility of others such as the Army and Air National Guard areas and the ramps adjacent to Taxiway "M" which are the responsibility of the corporate tenants (insurance companies).

The proposed program for 1991 includes reconstruction of Runway 15-33, the northwest end of Taxiway "S" (section S1), the reconstruction of ramps on the east side (sections ER1 and ER2), and some sections of the cargo ramp on the south side of the airport (sections CG1 and CG2). The cost associated with these various components is as follows:

Runway 15-33	$ 7,050,000.00
Taxiway "S" (Section S1)	250,000.00
East Side Ramps	250,000.00
Cargo Ramps	400,000.00
20' x 46" Runway Snow Broom	200,000.00
Master Plan	300,000.00
Total =	$ 8,450,000.00

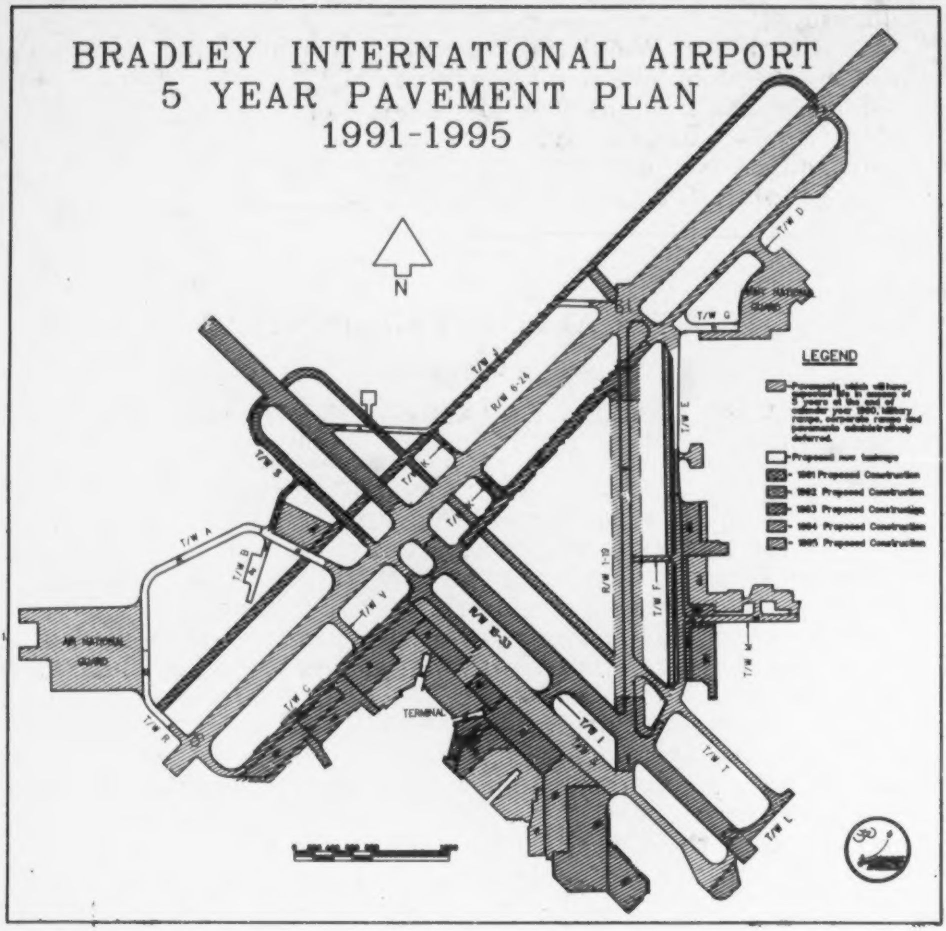
The estimated cost of $8.45 million would be funded as follows:

$3.0 million	(Discretionary)
$3.3 million	(Annual Entitlement)
$2.15 million	(State Share - 25%)
$8.45 million	Total

Proposed construction for the period between 1992 and 1995 is also shown on the colored plan.

This plan represents a revision to the Department's previous five year plan in that it incorporates recommendations contained in the recently performed airside pavement evaluation study.

Proposed new taxiways which do not currently exist are outlined in black but are hatched in the various colors corresponding to the proposed year of construction.



BRADLEY INTERNATIONAL AIRPORT
5 YEAR PAVEMENT PLAN
1991-1995

N
T/W D
ARMY NATIONAL GUARD
T/W G
T/W J
R/W 6-24
T/W E
T/W S
T/W K
T/W A
T/W B
R/W 1-19
T/W F
T/W V
R/W 15-33
AIR NATIONAL GUARD
T/W M
T/W C
TERMINAL
T/W R
T/W T
T/W L
LEGEND
Pavements which will have expended life in excess of 5 years at the end of calendar year 1990, military ramps, corporate ramps and pavements administratively deferred.
Proposed new taxiways
1991 Proposed Construction
1992 Proposed Construction
1993 Proposed Construction
1994 Proposed Construction
1995 Proposed Construction

Mr. **Lehman**. I have no questions on your presentation. Mr. Coughlin?

Mr. **Coughlin**. We thank our colleagues for being here, and I have no questions. We're glad to be of help.

Ms. **Kennelly**. Thank you, Mr. Chairman.

Mr. **Lehman**. Mr. DeLay?

Mr. **DeLay**. No questions.

Mr. **Lehman**. Congressman Hancock.

THURSDAY, APRIL 26, 1990.

FEDERAL AVIATION ADMINISTRATION

WITNESS

HONORABLE MEL HANCOCK, U.S. REPRESENTATIVE FROM THE STATE OF MISSOURI

Mr. **Hancock**. Thank you, Mr. Chairman. I know it's late in the day, but I think this particular issue, especially when we're talking about saving the taxpayers money is worth taking the time to read it into the record. I appreciate the opportunity to testify before you today concerning the FAA's contract tower program.

As you know, the contract tower program was developed in response to a shortage of air traffic controllers caused by the controllers' strike of 1981. This program has turned into an efficient and economical system of operating level 1 VFR towers at a great savings to the taxpayers. I am concerned, however, that this program has not been given the emphasis and attention which its merits prove it deserves.

According to the American Association of Airport Executives, the 22 towers which were contracted as of last year, save the FAA about $2 million annually. In addition to cost savings, qualified FAA air traffic controllers are made available to be relocated in other areas, thus helping to cope with a controller shortage and ultimately saving funds because the FAA will not have to hire and train as many new recruits.

The FAA estimates that it costs between $300,000 and $350,000 per year to operate a level 1 VFR tower operation as compared to about $175,000 a year to contract with a private company. That is savings of about $175,000 a year per airport.

An airport safety record is in no way compromised by moving to a contracted tower. In fact, I understand that only one serious operational incident has occurred in a contracted tower and that controller was promptly fired, something which is not very easy to do in the Federal bureaucracy.

In an agency which is often criticized for some of the programs it implements, the contract tower program seems to be a point of light within the FAA. So I now must ask why must a program that operates so efficiently and saves so much money sit on the back burner for so long?

Out of 125 qualified towers for this program, only 26 will be contracted by the end of this fiscal year. I understand the reality of budget constraints, but I do not understand why the FAA will not make a program that saves them money a higher priority.

Joplin Airport in my district has been pursuing a contract tower for a number of years now. In fiscal year 1989, the FAA spent about $410,000 to operate that tower facility at Joplin for 12 hours a day, using seven controllers, about $60,000 of which pays for contracted weather services from the National Oceanographic and Atmospheric Administration.

A contractor has indicated that it could operate that same tower for 24 hours per day with weather information provided by the contractor for only about $213,000 a year, and using only three or four people. This would double the hours of operation and provide on-time weather information for about half the cost.

Which of these funding mechanisms makes more sense to you?

Although this program saves so much money in the long run, the FAA keeps saying they just do not have enough money to fund this program to the extent it should be funded. Because of that, Joplin Airport unnecessarily has limited services and costs the taxpayers more money than it has too. There are about 100 other airports in this country in the same position.

Mr. Chairman, I know that this committee is committed to the expansion of this program. I'm here to offer my assistance in any way and to let you know that I will be working as a member of the authorizing committee to bring needed impetus to program.

This program makes good common sense. Maybe that's why it doesn't get much attention. Let's exercise our duty to the taxpayers of this country and push programs which are proven to work, save money and operate safely and efficiently. The contract tower program is the perfect place to start.

Thank you, Mr. Chairman.

Mr. LEHMAN. Thank you, Mr. Hancock. You made a very interesting statement, and it certainly bears some consideration. Mr. Coughlin?

Mr. COUGHLIN. Thank you, Mr. Chairman. It does seem a little odd that you don't have money to save money. I don't know why they can't find funds to put a contract tower in Joplin and save over $410,000 a year which they now spend at Joplin. Is that correct?

Mr. HANCOCK. Well, the original answer I got from that was that the cost to transfer the existing FAA people out of there, the original figure they gave me, was $65,000 per person which sounded to me like there ought to be somebody going into the moving business pretty quick. But I think that figure was incorrect. But that was the answer that originally was, that it would be so expensive to move those people out that it would offset.

And then another reason was that because of the way that we budget the money that the budgetary process precludes the FAA from discretionary spending in that area, that they had to spend it for FAA controllers because of the Congressional budget process. Now, here again, if that's correct, it would look to me like that process ought to be looked at, if in fact we're restricting them in our appropriations procedure to where they cannot use money to save money.

Mr. COUGHLIN. And you actually had a contractor that would have come in at $213,000 a year to operate the tower 24 hours a day.

Mr. HANCOCK. Yes.

Mr. COUGHLIN. Thank you, Mr. Chairman.

Mr. LEHMAN. Mr. DeLay.

Mr. DELAY. Mr. Chairman, I think that this is quite an interesting presentation by the gentleman from Missouri, and I'm looking forward to working with him on it.

Mr. HANCOCK. Thank you very much. Thank you, gentlemen.

Mr. LEHMAN. Mr. Hancock, this is your first term, you haven't been here long enough to know it's not practical. [Laughter.]

Mr. HANCOCK. I heard that before I got here.

Mr. LEHMAN. Mr. English.

THURSDAY, APRIL 26, 1990.

FEDERAL AVIATION ADMINISTRATION, COMPUTER RESOURCES NUCLEUS (CORN)

WITNESS

HONORABLE GLENN ENGLISH, U.S. REPRESENTATIVE FROM THE STATE OF OKLAHOMA

Mr. ENGLISH. Thank you very much, Mr. Chairman. I certainly appreciate the opportunity to appear before you today to discuss the Federal Aviation Administration's fiscal year 1991 budget request, and specifically, the Computer Resources Nucleus known as CORN.

First, I'd like to expound on what we think down in Oklahoma is one of the best kept secrets in the Department of Transportation, and that's the Mike Monroney Aeronautical Center at Will Rogers World Airport in Oklahoma City.

But, Mr. Chairman, during the past few days, I know that the subcommittee has had a chance to review the FAA's project proposal known as the Computer Resources Nucleus or CORN. And without a doubt, I'm convinced that CORN is more than adequately justified and deserving of funding. And there are two reasons, basically, that I feel this way.

First of all, CORN will serve to modernize the FAA's information and data processing systems through the consolidation of existing hardware and software, thereby allowing a meaningful integration and sharing of systems and data throughout the nation.

And it's my understanding, Mr. Chairman, that the current system requires the frequent procurement of incremental capacity. Since July of 1987, the FAA has spent $3.8 million on four major incremental upgrades to meet the capacity demands. Without CORN, the FAA will continue to work with the existing approach and acquire capacity, resulting in expenditures that I understand will be more than $2 billion over the next ten years.

With the CORN project, significant savings can be achieved as a result of the acquisition costs of $879 million for the FAA alone, and $1.5 billion over the entire Department of Transportation for the next ten years.

For this reason, I think CORN makes sense for the FAA and for the American taxpayer and it also makes sense, given the fact that it will eliminate the recurring and increasing expensive need to procure incremental capacity for the current system.

CORN will have the capacity to handle the existing FAA workload and, more importantly, planned growth. In addition, Mr. Chairman, it will be designed to handle other Department of Transportation processing requirements.

Like you, I'm a strong believer that we must keep the FAA on the cutting edge of technological change, with the safety of millions of air travellers in the balance each day, we cannot afford to allow the agency to lag behind the curve as far as computer technology is concerned.

Quite frankly, we can't afford to take the General Accounting Office's implied course that action which essentially requires proof of a present crisis within the FAA's data processing systems before we take remedial steps to improve it.

Mr. Chairman, my second reason for supporting CORN, though, is an important role which it will play which is very close to my heart, and that has to do with the drug interdiction efforts which is of course one of the major components in the nation's war on drugs.

Drug smuggling in to the United States continue to pose a significant threat to our nation. During the early and mid 1980s, 63 percent of all the cocaine that was consumed in the United States was estimated by the intelligence sources to have arrived by general aviation. In 1988, again, an estimate was made that 55 percent of all the cocaine seized by the Customs officials, for instance, was confiscated from private aircraft. And while our country's interdiction capabilities and the war on drugs are increasing, obviously much remains to be done.

Now, one of the more important tools that we have in the air interdiction program is the identification of registered U.S. aircraft. Drug smugglers, as I know you're well aware, Mr. Chairman, frequently paint false registration numbers on their aircraft to avoid owner identification and to the Federal agencies involved in the interdiction of aircraft, registration is one of the methods that they determine whether or not those aircraft are legitimate.

In other words, if you have a suspicious aircraft being tracked by Federal officials, and its tail numbers don't match the aircraft registration, then something's obviously wrong.

Real time access to this data is one of the most important components of our air interdiction strategy, and certainly CORN will play a significant role in bringing this real time identification capability to its full potential. And that's desperately needed, as I know you're aware, Mr. Chairman.

Mr. Chairman, I respectfully urge the subcommittee to fund the FAA's fiscal year 1991 budget request for the CORN project. While time does not permit me to outline all the benefits of CORN, that CORN will provide the FAA, I am confident that you will undoubtedly learn of them before it's all said and done. And I hope that you will agree that many of the important goals remain to be accomplished by the FAA as they continue their efforts to improve the safety of our airways. So let's not allow the tremendous potential found in CORN to slip by without a chance to prove itself.

Mr. Chairman, I want to thank you and the subcommittee for allowing me to testify today.

[The prepared statement of Mr. English follows:]

TESTIMONY OF REP. GLENN ENGLISH
BEFORE THE
APPROPRIATIONS SUBCOMMITTEE ON TRANSPORTATION
APRIL 26, 1990

Mr. Chairman, Members of the Subcommittee, I appreciate the opportunity to appear before you today to discuss the Federal Aviation Administration's fiscal year 1991 budget request and, specifically, the Computer Resources Nucleus known as CORN. First, I would like to expound on the best kept secret in the Department of Transportation. This secret is the Mike Monroney Aeronautical Center at the Will Rogers World Airport in Oklahoma City, Oklahoma.

The Mike Monroney Aeronautical Center is truly an example of excellence. It is often stated that the FAA is taking the "first step into the 21st Century 10 years early." The Academy is involved in a number of exciting advanced technology initiatives to support its commitment to be a renowned center of aviation excellence. This commitment can be seen through the initiatives made in the massive modernization of the air traffic system in the 1990's through the National Airspace System (NAS) Plan and training for that modernization in air traffic and airway facilities technicians.

The Mike Monroney Center is also a leader in air traffic training and airway facilities technician training throughout the world. The Academy has trained students from each one of the fifty states and 143 separate countries. This past summer representatives from Saudi Arabia, China and the Soviet Union visited the Center so they could develop similar centers in their own countries. Clearly, the FAA is out front in air traffic training and, with the development and acquisition of new technologies as well as continued congressional commitment, will remain as a leader well into the 21st century.

Another anomaly at Mike Monroney is that the Center has been able to dramatically increase productivity while decreasing costs. Specifically, the Academy was faced with an enormous burden of training new air traffic controllers after the controller strike in 1981. This challenge was addressed, and today the Academy continues to meet new demands resulting from an increase in student enrollment. In fiscal year 1989, 17,819 resident students were trained in Oklahoma City. Fiscal year 1991 projections are currently 30,782. That represents a 73 percent increase over the number trained just two years ago. A more important factor is the low cost to the American taxpayer. Despite this tremendous increase in students, the Academy has decreased the cost per student from $4,380 in fiscal year 1985 to $3,310 in fiscal year 1990 while improving standards and equipment. In addition to these activities, the Center also provides a very important function for the FAA and Department of Transportation, namely a significant amount of data processing.

During the past several days, this subcommittee has had the chance to review the FAA's project proposal known as the Computer Resources Nucleus, or CORN. Without a doubt, I am convinced that CORN is more than adequately justified and deserving of funding. There are two reasons why I feel this way.

First, CORN will serve to modernize the FAA's information and data processing systems through consolidation of existing hardware and software, thereby allowing meaningful integration and sharing of systems and data throughout the nation. It is my understanding the current system requires a frequent procurement of incremental capacity. Since July, 1987, the FAA has spent $3.8 million on four major incremental upgrades to meet capacity demands. Without CORN, the FAA will continue to work with the existing approach to acquiring computer capacity, resulting in expenditures of more than $2 BILLION over the next 10 years. With the CORN project, significant savings can be achieved as a result of acquisition costs of $875 million for FAA alone and $1.5 BILLION for the entire Department of Transportation over the next 10 years. For this reason, I think CORN makes sense for the FAA and for the American taxpayer. It also makes sense given the fact that it will eliminate the recurring and increasingly expensive need to procure incremental capacity for the current system. CORN _will_ have the capacity to handle existing FAA workload and, more importantly, planned growth. In addition, it will be designed to handle other Department of Transportation processing requirements.

Mr. Chairman, like you, I am a strong believer that we must keep the FAA on the cutting edge of technological change. With the safety of millions of air travelers in the balance each day, we cannot afford to allow this agency to lag behind the curve of computer technology. Quite frankly, we cannot afford to take GAO's implied course of action which essentially requires proof of a present crisis within FAA's data processing system before we take remedial steps to improve it.

My second reason for supporting CORN is the important role it will play in an effort which is very close to my heart. Drug interdiction is one of the major components in this nation's War on Drugs. Drug smuggling into the United States continues to pose a significant threat to our nation. During the early and mid-1980's, 63 percent of all cocaine consumed in the United States was estimated by intelligence sources to have arrived by general aviation. In 1988, it is estimated that 55 percent of all cocaine seized by U.S. Customs officials was confiscated from private aircraft. While our country's interdiction capabilities in the War on Drugs are increasing, much remains to be done. One important tool used in the air interdiction program is the identification of registered U.S. aircraft. Drug smugglers frequently paint false registration numbers on their aircraft to avoid owner identification. Federal agencies involved in interdiction use aircraft registration as one method of determining legitimacy. In other words, if you have a suspicious aircraft being tracked by federal officials and its tail numbers do not match its aircraft registration, something is obviously wrong. Real-time access to this data is one important component of our air interdiction strategy. CORN will play a significant role in bringing this real-time identification capability to its full potential.

Mr. Chairman, I respectfully urge the Subcommittee to fund the FAA's FY-91 budget request for the CORN project. While time does not permit me to outline all of the benefits CORN will provide the FAA, I am confident you will undoubtedly learn about them before all is said and done. I hope you will agree that so many important goals remain to be accomplished by the FAA as they continue their efforts to improve the safety of our airways. Let's not allow the tremendous potential found in CORN to slip by without having a chance to prove itself.

I thank you Mr. Chairman and the Subcommittee for the opportunity to testify and I am more than happy to answer any questions.

Mr. **LEHMAN**. In the last couple of weeks, we've heard so much about CORN, but we never heard the drug trafficking point before. I'm glad you brought it to our attention.

Mr. **ENGLISH**. Thank you.

Mr. **LEHMAN**. Mr. Coughlin.

Mr. **COUGHLIN**. Thank you, Mr. Chairman. In view of the fact that CORN does represent a significant change in the capacity of the project, don't you think it should probably be put out for competitive bid?

Mr. **ENGLISH**. Well, I think—again, I'm not going to get into whatever the procedures are at the FAA. I just want to speak as far as the funding of it and how it can best be done the FAA is probably the one that could best determine that. I certainly am not an expert in their procedures, in how they procure their equipment. So I'd have to leave that to their judgment and certainly the judgment of this subcommittee.

Mr. **COUGHLIN**. Thank you, Mr. Chairman. I appreciate your being here. Thank you.

Mr. **ENGLISH**. Thank you, Mr. Chairman.

Mr. **LEHMAN**. We have Bill Ceverha.

THURSDAY, APRIL 26, 1990.

URBAN MASS TRANSPORTATION ADMINISTRATION, SENSIBLE METRO AREA RAPID TRANSIT (SMART), DALLAS, TEXAS

WITNESS

BILL CEVERHA, PRESIDENT

Mr. **CEVERHA**. Thank you, Mr. Chairman. My information is in this notebook which you have, and my statement is five minutes, Mr. Chairman.

My name is Bill Ceverha. I'm from Dallas, Texas and I represent a group called SMART which stands for Sensible Metro Area Rapid Transit. We are citizen group which was formed originally in December of 1987 when DART was planning to hold the bond election which was later defeated, as you've heard, by a 60–40 margin.

Our efforts have been supported by contributions from over 1000 households in the Dallas area. We are not an anti-DART organization. From the beginning, we've said we want to continue regional cooperation in the important area of public mobility and public transportation.

We are, however, concerned about the mis-use of taxpayer dollars, the waste of community resources, and the distortion of community priorities; all of which we feel will occur from DART's current plan to spend more than $2 billion on light rail. I want to add that we're also not opposed to DART receiving its fair share of Section 3 discretionary funds, so long as those funds aren't used to further compound the error of spending billions of local tax dollars on the proposed rail system.

We feel, for example, that an area like ours, because of its widely dispersed residential population and multi-centered work environments would be an excellent center for a truly responsive system of high speed busways and the widespread use of nonpolluting alternative fuel busses. Right now, neither of those alternatives is getting much, if any, attention from DART.

It is difficult today to find a single source, other than those with a vested interest in building or running the systems, that does not sharply criticize the advent of the light rail in our urban centers. Recent studies such as the Pickerill Report done by UMTA demonstrate very clearly that the common trademarks of these systems are they cost more than they anticipated to build, they carry fewer passengers than projected, they cost more to operate than expected, and total trip times are longer on the rail system than they were on the bus.

In spite of this overwhelming evidence, you now have DART moving ahead with plans to build a costly street car system in an area which has certainly one of the lowest population densities in the nation, about four people per acre. To demonstrate that sparsity even more, you might be interested to know you could take the entire population of the United States today, 257 million people, put it in the state of Texas and you still would only have a population density of 1.5 people per acre.

The bottom line is we have lots of room in our state and in our community. And the developers of new residential office and industrial market places are making use of that space by spreading out, not concentrating it to the densities necessary to sustain a fixed rail system.

DART came to you today with all kinds of reasons why you should approve Federal funds for their project. Among other things, they say they'll be asking for only $125 million, a small percentage of the total project cost. The fact is this represents a much higher portion of the total cost of the only segment on which they plan to seek Federal funds, because the rest of the proposed system will not even come near to meeting criteria which UMTA has outlined.

There are no plans to go through an alternative analysis or environmental impact study on the majority of the system. Even the current analysis is highly questionable, since before it's even complete, DART has already selected the mode, light rail, they've decided on the location of several stations, they've acquired rail right-of-way, and they've awarded design contracts. Whatever the substance of the alternative analysis, the answer is already written—light rail. Or more appropriately, a street car with a new face.

During my twelve years in the Texas State Legislature, I sat in a lot of public hearings and appropriations meetings like this one. Very seldom did we really hear from the public or from people who didn't want you to spend money. We heard instead the parade of those with the vested interests in the outcome of that particular piece of legislation or appropriation. Well, I've not had a lot of experience up here, I'm sure the story is much the same.

I hope you'll accept our appearance as truly a public one. We have no vested interest. Our expenses are paid for by individual donations. The leaders of our organization are individuals who have played a major role in the development of our community. We only want to do what we feel is best for our area, and to get our public spending priorities back in order.

You can help us do that by declining to participate in this venture that by DART's own accounts will have virtually no impact on traffic congestion or mobility problems.

Thank you for your time.

[The prepared statement of Mr. Ceverha follows:]

S.M.A.R.T.
SENSIBLE METRO AREA RAPID TRANSIT
P.O. Box 795893 • Dallas, Texas 75379-5893 • 235-1111

David G. Fox
Chairman
Bill Ceverha
President
Louis A. Beecherl, Jr.
Treasurer

Executive Committee
W. O. Bankston
Les Blaser
Curtis Calder

William Cooper
Richard A. Ford
Pete Clifford
James R. Lightner
James W. Porter
Homer Rader
Harold Simmons
John Stemmons
John F. Stephens

April 26, 1990

The Honorable William Lehman, Chairman
The Honorable Bob Carr
The Honorable Silvio O. Conte
The Honorable Lawrence Coughlin
The Honorable Tom DeLay
The Honorable Richard J. Durbin
The Honorable William H. Gray III
The Honorable Robert J. Mrazek
The Honorable Martin Olav Sabo
The Honorable Frank R. Wolf

Gentlemen:

The enclosed information is being submitted along with our public hearing statement regarding the federal funds application of Dallas Area Rapid Transit. (DART)

We appreciate your interest in hearing from all sides on this issue and wish to assure you that our only goal is to encourage the best use of taxpayer monies and the proper prioritization of public spending.

As a public-citizen group with the past and present support of over 1,000 individuals or families, S.M.A.R.T. has no vested interest in this process, other than that of any citizen who wants government at all levels to act responsibly with its tax dollar.

Thank you.

Dave Fox
David G. Fox
Chairman

Louis A Beecherl
Louis A. Beecherl Jr.
Treasurer

Bill Ceverha
President

STATEMENT BY BILL CEVERHA, PRESIDENT OF S.M.A.R.T. (SENSIBLE METRO AREA RAPID TRANSIT) TO SUBCOMMITTEE ON TRANSPORTATION, HOUSE APPROPRIATIONS COMMITTEE, APRIL 26, 1990.

Chairman Lehman and members of the Committee. I am Bill Ceverha, here to represent an organization called S.M.A.R.T., which stands for Sensible Metro Area Rapid Transit. We are a citizen group which was originally formed in December of 1987 in response to a planned bond election by DART which was later held in June of 1988 and defeated by a 60-40 margin. Our efforts have been supported by contribtuions from over 1,000 households.

We are NOT an "Anti-DART" organization. From the beginning, we have said that we want to continue regional cooperation in the important areas of general mobility and public transportation. We are, however, concerned about the mis-use of taxpayer dollars; the waste of the community's limited resources; and the distortion of community priorities, all of which we feel will result from DART's current plan to spend more than $2 Billion on a light rail system.

I want to add that we are also NOT opposed to DART receiving its fair share of Section 3 Discretionary Funds, so long as those funds are not used to further compound the error of spending billions of local tax dollars on the proposed rail system. We feel, for example, that an area like ours, because of its widely dispersed residential population and multi-centered work environments, would be an excellent center for a truly-responsive system of high-speed busways and the widespread use of non-polluting, alternative-fuel buses. Right now, neither of those alternatives is getting much, if any attention from DART.

The incredible thing about this entire scenario is that the evidence is overwhelming that past federal participation in these "new rail" systems has been a failure.

It is difficult to find a single source...other than those with a vested interest in building or running the systems...that does not condemn the advent of the light rail in our urban centers. Recent studies, such as the "Pickrell" report done by UMTA, demonstrate very clearly that the common trademarks of these systems are that:

- They cost more than anticipated to build.
- They carry fewer passengers than projected.
- They cost more to operate than expected.
- And total trip times are longer with the rail system than they were with previous express bus routes.

In spite of the overwhelming evidence, you now have DART moving ahead with plans to build a costly streetcar system in an area which has certainly one of the lowest population densities in the nation...about 4 people per acre.

To demonstrate that sparsity even more, you might be interested to know that you could move the entire population of this country...257-million, into the State of Texas, and still just have a population density of 1.5 people per acre. The bottom line is we have lots of room in our state and in our community, and the developers of new residential, office and industrial marketplaces in our area are making use of that space by spreading out, not concentrating into the densities necessary to sustain a fixed rail system.

DART comes to you today with what they perceive as all kinds of good reasons why you should approve federal funds for their project. Among other things, they say they are "only" asking for $125 million, a small percentage of the total project cost. The fact is that this represents a much higher portion of the total cost of the only segment on which they plan seek federal funds, because the rest of this proposed system will not even come near to meeting criteria which UMTA has outlined. There are no plans to go through an Alternatives Analysis or Environmental Impact Statement on the majority of the routes.

Even the current analysis is highly questionable, since before it is even completed, DART has already selected the mode...light rail; they have decided on the location of several stations; they have acquired rail right of way and they have awarded design contracts. Whatever the substance of the Alternative Analysis, the answer is already written...light rail, or more appropirately, a street-car with a new face.

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I hope you will accept our appearance as truly a "public" one. We have no vested interest. Our expenses are paid for by individual donations.

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You can help us do that by declining to participate in this venture that by DART's own accounts will have virtually no impact on traffic congestion or mobility problems.

Thank you for your time.

INDEX OF SUPPORTING DOCUMENTS

1. "Deception in Dallas"
   by John F. Kain
2. "Urban Rail Transit Projects: Forecast versus Actual Ridership and Costs" - Dr. Don Pickrell (Excerpts)
3. "The Great Debate"- Exclusive Busway versus Light Rail -- A Comparison of New Fixed Guideways
   Allen D. Biehler
4. "DART At A Crossroads" - S.M.A.R.T. Position Paper, June, 1988
5. DART Ridership data and selected news clippings.

[Clerk's Note: The above noted information is on file in the Subcommittee's office.]

Mr. **Lehman**. Thank you very much. I have no way of knowing whether you're right or the other group is right, but what worries me is we have a representative democracy. These people were elected to make decisions. And if they don't make the right decision, I trust the people that vote them in and out of office—the 21 mayors and so forth—they put their political life on the line when they make these decisions, and if this is a bad decision, and the people in the Dallas area don't want it, they'll have a chance in two to four years to express that.

Mr. **Ceverha**. I can understand that, Mr. Chairman. And looking at your pile of documents, I know you can't possibly know——

Mr. **Lehman**. But what worries me is that you are, with the best of intentions, a self-anointed citizens group, you get into a kind of an anarchy situation and I have to go with the elected officials and to depend on them to do the right decisions. I thank you for being here. Mr. Coughlin?

Mr. **Coughlin**. I have no questions. It does put us in a very difficult situation, where you have elected officials coming here who have supposedly gone to the public and received approval of what they're proposing. We certainly appreciate your taking your time, which I know does not come cheaply, to come up here and do this.

Mr. **Ceverha**. Thank you, Mr. Coughlin. As I said in our cover letter in your package, we have a fundamental difference of opinion, and that's why I guess you have hearings like this, to allow both sides to state their case.

Mr. **Lehman**. Mr. DeLay.

Mr. **DeLay**. Thank you, Mr. Chairman. I have no questions of this witness, but I think they have some concerns that this subcommittee can address and maybe we can work it out to everyone's satisfaction.

Mr. **Lehman**. Thank you.

Mr. **Ceverha**. Thank you very much.

Mr. **Lehman**. We appreciate you taking your time. Have a safe flight.

Mr. **Ceverha**. I also thank you, Mr. Chairman, for taking me out of order.

Mr. **Lehman**. We're back with Mr. Lazarek. You've been up, we had you once before, so we'll take you back. All right. The Coalition of Northeast Governors?

Thursday, April 26, 1990.

FEDERAL RAILROAD ADMINISTRATION, COALITION OF NORTHEASTERN GOVERNORS (CONEG)

WITNESSES

MATTHEW COOGAN, UNDERSECRETARY OF THE MASSACHUSETTS EXECUTIVE OFFICE OF TRANSPORTATION AND CONSTRUCTION

WILLIAM A. LAZARCK, DEPUTY COMMISSIONER, CONNECTICUT DEPARTMENT OF TRANSPORTATION

Mr. **Coogan**. Chairman Lehman, my name is Matthew Coogan. I am Undersecretary of Transportation and Construction. My colleague, Bill Lazarek, had attempted to be with us. He was just with you just a few minutes ago talking about Bradley Field, and an unfortunate conflict in times has drawn him away, so I'm going to be both with your kind permission.

I am pleased to have this opportunity to appear before you to represent the Coalition of Northeastern Governors, which represents nine northeastern governors who have shared regional problems. On their behalf, I'm especially pleased to recognize the sustained support for the region's transportation needs provided by Congressman Conte, Congressman Gray, Congressman Coughlin and Congressman Mrazek. We are very proud of the political representations from our states and we are very proud of their role in the appropriations process.

Mr. Chairman, three years ago, I appeared at this seat before you and before Congressman Coughlin, and at that time, I explained to you the position of the Coalition of Northeastern Governors; that we believed that with a small amount of research, we would be able to show that the provision of high speed rail services in the northeast corridor and potentially throughout the United States could be achieved at a cost of hundreds of millions of dollars below previous estimates.

And with your leadership, Mr. Chairman, the Federal Railroad Administration and AMTRAK and the Coalition of Northeastern Governors worked together on a series of tests of a combination that we called turbo and tilt. With that combination and those tests, we have been able to document, we have been able to verify the validity of those assumptions that brought me to you three years ago.

At the end of the summer of 1989, AMTRAK was able to submit to the United States Congress the results of the AMTRAK CONEG (Coalition of Northeastern Governors) FLRA tests and with that information we are now in a position to document that a combination of technologies not previously used here before, not previously combined in this way, will allow three hour rail service between Boston and New York; could have major service implications between Albany and New York, Atlantic City and New York; and potentially Harrisburg and New York under certain circumstances, and most certainly for western Massachusetts and New York.

In this concept, we do not look for dollars to be spent immediately on electrification. We would look for dollars to be spent on vehicles which are flexible—vehicles which can sometimes work on electrified track, and sometimes work on unelectrified track. Based on the work of the Federal Railroad Administration, based on the work of the tests that this committee caused to exist, we are now in a position to advocate that AMTRAK should now proceed to purchase a fleet more dual propulsion equipment, probably the same kind of dual propulsion equipment they already operate on the line up to Albany, the Empire Corridor.

What we are proposing in this testimony, which I will leave for the record, what we are proposing in this testimony is that AMTRAK go ahead with the procurement of a fleet of dual propulsion locomotives and these dual propulsion locomotives will be able to provide higher levels of service than ever before, so we can work towards the day of getting stronger and stronger markets.

Now, I know that Congressman Mrazek is interested in the maglev concept, there are others who are very interested in high speed electrified services. We in the Coalition of Northeastern Governors support the maglev concept, support more research being done in this area. We support the ultimate electrification towards Boston. But even with the ultimate electrification towards Boston, there will still be corridors such as Hartford, such as Springfield, such as Albany, Atlantic City and others where this concept of a dual propulsion locomotive is absolutely essential to build markets now.

This is the essence of our proposal. We're asking your support to help us with the program, to help AMTRAK purchase a fleet of these dual propulsion locomotives. And we think that the implications could not only be exceptional for the northeast where in several cases were talking about potentially a fourth jet port for New York and a second jet port, costs in the literally billions upon billions of dollars. We believe that the work we have done together documents a real cost effective alternative to these kind of investments, and we ask your support for our program.

Thank you, Mr. Chairman, for your time.

[The prepared statements of Mr. Coogan and Mr. Cazarck follow:]

TESTIMONY OF MATTHEW COOGAN
UNDERSECRETARY OF THE EXECUTIVE OFFICE OF
TRANSPORTATION AND CONSTRUCTION
COMMONWEALTH OF MASSACHUSETTS
ON BEHALF OF
THE COALITION OF NORTHEASTERN GOVERNORS
BEFORE THE
COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON TRANSPORTATION
U.S. HOUSE OF REPRESENTATIVES
APRIL 26, 1990

Chairman Lehman and members of the Subcommittee:

I am Matthew Coogan, Undersecretary of the Executive Office of Transportation and Construction for the Commonwealth of Massachusetts. I am pleased to have this opportunity to appear before you in my capacity as Co-Chair of the CONEG High Speed Rail Task Force.

Let me begin by commending Congressman Mrazek for his leadership in promoting the development of magnetic levitation technology. As noted in its most recent policy statement regarding high speed rail, CONEG is encouraged by the growing interest in strengthening the U.S. role in advanced rail technologies such as magnetic levitation. While CONEG is enthusiastic about the promise such technologies hold for the future, we also believe that immediate improvements in fixed facilities and equipment are necessary now to service and strengthen existing markets in the Northeast Corridor.

The belief that immediate actions could strengthen existing intercity passenger rail markets led the CONEG Governors to form the CONEG High Speed Rail Task Force and direct it with examining the feasibility, applicability and benefits to the region of utilizing high speed rail as a way of ensuring reliable, efficient rail service in the Northeast region. Over the past three and one-half years, we have worked cooperatively as a region and with Amtrak and FRA to identify actions that can result in timely improvements in passenger rail service.

In response to earmarking of funds and direction from the subcommittee, a joint Amtrak/FRA/CONEG effort was undertaken to demonstrate the feasibility and applicability of high speed rail service in the Northeast Corridor using tilt and turbo technologies currently in revenue service in North America and Europe. Computer simulations, validated by actual runs with turbo locomotives and tilt-cars, demonstrated the feasibility of three-hour Boston-New York City Amtrak service without additional electrification of the Northeast Corridor. Amtrak's report to the subcommittee was submitted on August 31, 1989. An essential finding of those tests is that improvements to fixed facilities in this regional bottleneck must be combined with a proper equipment strategy in order to achieve the desired travel times.

A program of capital and operational improvements necessary to achieve this objective was developed by the CONEG High Speed Rail Task Force, working with Amtrak and FRA. The essential elements of this program include:

- approximately $200 million worth of track, signalization, and other infrastructure improvements specific to high speed rail service between New York and Boston;
- the procurement of dual-propulsion locomotives; and

- the procurement of tilt technology rail cars.

On March 29th of this year, the CONEG Governors met with Secretary Skinner and discussed a variety of topics, including the prospects for high speed rail service in the Northeast Corridor. At that time the Governors adopted a resolution endorsing the Task Force recommendations on investments in fixed facilities and equipment procurement and calling for immediate implementation. In addition, the Governors reaffirmed that electrification be in the "long-term" program for Northeast Corridor improvements, while investment in the "near-term" focus on other less expensive projects.

As a result of this action, CONEG urges the subcommittee to continue its support of the high speed rail initiative in the Northeast Corridor by appropriating funds for the immediate procurement of dual-propulsion locomotives, the element of CONEG's high speed rail program with the longest lead time and the largest potential travel time savings. CONEG urges that a special appropriation of $40 million be made for this purpose, separate from the current operating, capital and NECIP requests made by Amtrak.

This concludes my testimony. We will be happy to answer any questions.

CONEG
COALITION OF NORTHEASTERN GOVERNORS

CONEG POLICY

HIGH SPEED RAIL: AN IMPROVEMENT PROGRAM FOR THE NORTHEAST CORRIDOR

Congestion of the air and highway systems in the Northeast states continues to threaten the economic vitality of and restrict mobility within the region. In order to alleviate this congestion in a timely, economical manner, the Coalition of Northeastern Governors (CONEG), working through its High Speed Rail Task Force and in cooperation with Amtrak and the Federal Railroad Administration (FRA), has determined that improvements to equipment and fixed facilities and greater coordination of rail users can significantly improve the capacity of passenger rail systems in the region, particularly between Boston and New York City.

The CONEG initiative to improve intercity passenger rail service in the Northeast is being met with growing federal interest. While the U.S. Department of Transportation has called for renewed attention to high speed rail, especially such future technologies as magnetic levitation, the CONEG Governors believe that prompt action on a program of improvements in proven technologies and facilities can address the growing congestion problems experienced by travelers in the highly developed Northeast Corridor.

The CONEG Governors acknowledge the substantial achievements of the High Speed Rail Task Force and commend its members. They support the following Task Force recommendations.

The Task Force:

- urges the FRA and Amtrak to begin immediately to procure a fleet of high performance equipment for use throughout the region. New equipment is badly needed today for use on the Empire Corridor between New York City and Albany, for improved service between New York City and Boston and between New York City and Harrisburg, and potentially to improve service between New York City and Atlantic City.

  Where appropriate, such equipment should have the capability to operate in both electrified and non-electrified rights of way, and have the ability to operate at high speeds around curves. The AMTRAK/CONEG/FRA equipment tests have demonstrated the ability of existing Turbo-propulsion locomotives, and tilt technology passenger coaches to significantly improve service in the Northeast Corridor. If Amtrak is unable to secure funds for equipment, Amtrak should proceed to procure the equipment from manufacturers who must arrange for private sector financing.

more...

- urges FRA, Amtrak and UMTA to support improvements to the existing right of way between New Haven and New York, which represents a regional bottleneck affecting all service between New York and the New England states. In this area there are three high priority projects: 1) the reconfiguration of track at New Haven station; 2) the reconfiguration of platforms at Stamford station, and 3) a fly-over bridge at New Rochelle. These three improvements have been identified in both FRA and Amtrak studies as having the greatest potential to improve service in the Corridor. All three of these improvements lie in a heavily travelled commuter rail corridor, and are thus excellent candidates for UMTA Section 3 funding, as well as for any continuation of the Northeast Corridor Improvement Project.

- recommends that electrification between New Haven and Boston remain in the long term program for Northeast Corridor improvements, but that investment in the near term focus on other, less expensive investments. The Task Force acknowledges the difficulty of finding adequate Federal funds to meet Amtrak's significant capital needs. Such capital investments as the need for improvements between New Haven and New York (above), the adequate completion of the West Side connector project to Penn Station, and the incremental improvement to track and signals throughout the region represent higher priority investments, and should be completed before electrification between New Haven and Boston. As FRA studies have confirmed, the desired three hour travel time can be achieved in advance of electrification.

- is encouraged by the growing interest in strengthening the U.S. role in advanced rail technologies such as magnetic levitation. While such technologies can provide advanced service in the future, immediate improvements in fixed facilities and equipment can service and strengthen existing markets in the Corridor. Over the long term, no investment would be wasted since fixed facility improvements would continue to benefit commuters and rolling stock could readily be rotated to other Amtrak service.

Adopted
March 29, 1990

Submitted for the record
(4/26/90)

TESTIMONY OF WILLIAM A. LAZAREK
DEPUTY COMMISSIONER
CONNECTICUT DEPARTMENT OF TRANSPORTATION
ON BEHALF OF
THE COALITION OF NORTHEASTERN GOVERNORS
BEFORE THE
COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON TRANSPORTATION
U.S. HOUSE OF REPRESENTATIVES

APRIL 26, 1990

Chairman Lehman and members of the Subcommittee:

I am William Lazarek, Deputy Commissioner of the Connecticut Department of Transportation. I am pleased to have this opportunity to appear before you to represent the Coalition of Northeastern Governors (CONEG), an organization through which the nine Northeastern Governors have examined shared regional problems, explored innovative solutions, and undertaken cooperative actions for the past fourteen years. On their behalf, I am especially pleased to recognize the sustained support for the region's transportation needs provided by Congressman Conte, Congressman Gray, Congressman Coughlin, and Congressman Mrazek.

Transportation in all its facets has been and remains a key issue for the Northeast States' economic vitality and their environmental well-being. In both our densely populated transportation corridors as well as more rural areas, an integrated transportation network provides essential mobility for citizens and commerce in our states. The region's transportation system is extensive and is operating close to capacity in many areas.

However, age; heavy use, including truck traffic; and severe weather conditions have taken a toll on our highways, bridges, transit systems, and aviation facilities. Growing demand and the increased safety risks associated with congestion necessitate cooperative efforts by our states to develop and apply advanced transportation technologies to achieve such objectives as increased capacity, demand management and more efficient use of existing systems. However, we have immediate needs which require adequate federal financial support in the longstanding federal-state partnership in transportation.

Today, I would like to address three specific funding concerns -- the highway obligation ceiling, transit systems and intercity passenger rail service.

- The Coalition of Northeastern Governors supports raising the highway obligation ceiling level to $15 billion in FY91. CONEG believes that the ceiling should be equal to annual trust fund receipts plus interest. A $15 billion ceiling would result in an additional $738.617 million being made available in the Northeast states to move critical projects forward. A chart showing individual Northeast state allocations is attached.

- Public transit is critical to relieving congestion in the urban areas and to providing mobility in the rural areas of the Northeast. Increased federal investment in transit is essential to support the substantial commitment of states' resources, which now exceed federal support. CONEG supports continuation of the existing urban mass transportation formula grant program under Section 9 at the FY90 level, adjusted for inflation. For the nine CONEG states, based on FY90 apportionments for operating and capital assistance, this represents $631 million in funds for the region. For the

Section 3 discretionary program. CONEG calls for levels equal to revenues collected from the one cent gas tax plus interest set aside for the mass transit account. In addition, CONEG opposes the Administration's budget proposal to combine the transit and highway trade-in programs at substantially lower funding levels. We believe that the historic commitment to completing the trade-in program should not be compromised; nor should it be made at the expense of other transit funding. Therefore, we urge level funding.

- CONEG has long supported the provision of reliable and efficient intercity passenger rail service. Improvements to rail service in the Northeast Corridor demonstrate that increased ridership -- and increased revenues -- will result. Continued improvements in rail service are essential to the multimodal transportation network upon which the Northeast states depend.

  Therefore, CONEG is calling upon Congress to ensure the financial and operational integrity of Amtrak by providing adequate funding for its operating and capital needs as well as the Northeast Corridor Improvement Program (NECIP). These funds are critical to providing service not only between Boston and Washington, D.C., but also in such corridors as Philadelphia and Harrisburg, Pittsburgh and Philadelphia, Philadelphia and Atlantic City, Springfield and New Haven, New York City, and Albany and the Montrealer Service.

The CONEG Governors appreciate the subcommittee's consideration of our critical regional needs. I would now like to ask Matt Coogan, Co-chair of the CONEG High Speed Rail Task Force, to speak more specifically about CONEG's work with FRA, Amtrak and UMTA to provide high speed rail service in the Northeast.

NORTHEAST STATES

COMPARISON OF FY 1990 $12.21 BILLION OBLIGATION LIMITATION (LESS RESERVES) WITH A $15.0 BILLION LIMITATION (LESS RESERVES)

(DOLLARS IN THOUSANDS)

STATE	$12.21 BILLION LIMITATION	$15.0 BILLION LIMITATION	LIMITATION INCREASE
Connecticut	309,129	388,756	79,627
Maine	57,397	72,182	14,785
Massachusetts	859,013	1,080,283	221,270
New Hampshire	50,981	64,113	13,132
New Jersey	336,871	423,644	86,773
New York	630,700	793,159	162,459
Pennsylvania	465,602	585,534	119,932
Rhode Island	106,359	133,756	27,397
Vermont	51,407	64,649	13,242
CONEG TOTALS	$2,867,459	$3,606,076	$738,617

2/13/90 16:32 Source U.S. DOT/FHWA HPP-21 DRAFT

Mr. LEHMAN. I don't remember AMTRAK suggesting they wanted these dual propulsions.

Mr. COOGAN. Well, Mr. Chairman, we're working with AMTRAK over the last couple of years. AMTRAK has in fact undertaken a program of research to develop an entirely new dual propulsion vehicle. In fact, the bids from manufacturers were to be opened on the 25th of April. They have a very significant development program going in exactly this direction, because they already operate a lot of service into New York from Albany and other areas. They have a rather slow diesel called the FL9 and they have some fast service called the Turbo Service to Albany. In each case, they're running very, very short of equipment.

So AMTRAK does indeed have a program to—they already have some very fast dual propulsion equipment, and they've developed a program to make some more dual propulsion. This is something they're very interested in. We are perhaps a lobbying group, arguing for this equipment to be procured somewhat sooner.

Mr. LEHMAN. You and AMTRAK are not opposite?

Mr. COOGAN. No, sir. They have the long term hope for electrification and we have a long term hope for electrification, and even if we go to electrification, we believe that these locomotives could be used throughout the system.

Mr. LEHMAN. Mr. Coughlin.

Mr. COUGHLIN. Thank you, Mr. Chairman. I just have some questions here on behalf of Mr. Conte which he asked to be entered for the record, if I might leave them with you.

Mr. COOGAN. Fine. Great. Thank you, sir.

Mr. COUGHLIN. Thank you, Mr. Chairman.

Mr. COOGAN. Thank you for the opportunity.

Mr. LEHMAN. Thank you very much.

[Questions submitted by Mr. Conte with responses by Mr. Coogan follows:]

QUESTIONS SUBMITTED BY THE HONORABLE SILVIO O. CONTE FOR MATTHEW COOGAN, CO-CHAIR, COALITION OF NORTHEASTERN GOVERNORS HIGH SPEED RAIL TASK FORCE

APRIL 26, 1990

Mr. Coogan, when Amtrak President Graham Claytor testified before the subcommittee, he told us about his recent trip to Sweden and the proposal by Swedish manufacturers to electrify the Northeast Corridor for much less money that we had previously heard would be required.

I have two questions for you:

1. If we are going to be able to electrify the Northeast Corridor north of New Haven, shouldn't we wait to see how and when that will happen, rather than going ahead with CONEG's proposal now?

Response:

The proposal by CONEG to improve Amtrak service on the Northeast Corridor north of New York is both consistent with and supportive of the full electrification of the Northeast Corridor. In fact, on March 27, 1990, the CONEG Governors adopted a resolution that included a call for the electrification of the Northeast Corridor north of New Haven. There is no question that full electrification of the Northeast Corridor will be needed by the end of the decade to permit the provision of high-quality high speed rail service throughout the Northeast Corridor region.

The CONEG program that was formally adopted on March 27th involves four parts: (a) funding of critical commuter rail improvements between New York and New Haven; (b) miscellaneous track and signalization improvements outside of the commuter rail territories; (c) the acquisition by Amtrak of tilt technology passenger cars; and (d) the acquisition by Amtrak of dual propulsion locomotives. Of these four parts, the first three are consistent with, and in fact required to realize the benefits of, a fully-electrified Northeast Corridor. Only dual propulsion locomotives would not be necessary for New York - Boston service on a fully-electrified Northeast Corridor.

CONEG recommends proceeding immediately with the implementation of this four-part strategy, both because it is consistent with eventual Northeast Corridor electrification, and because these improvements will provide immediate improvements in Amtrak's schedule prior to electrification, thereby helping to develop the market for even higher speed service in the future.

The key to the success of high speed rail service on the Northeast Corridor is developing the market so that increased passenger traffic will generate the increased revenues necessary to support the capital and operating costs of improved Amtrak service and equipment. The development of high speed rail corridors in other countries provides an effective model for the incremental approach recommended by CONEG.

2. If we proceed with the procurement of dual propulsion locomotives now, what will happen to them if, and hopefully when, full electrification does occur?

Response:

Once the full electrification of the Northeast Corridor occurs, there will be a number of uses for dual propulsion locomotives, both to connect non-electrified feeder lines to the Northeast Corridor and for use elsewhere on the Amtrak system. Among the candidates for dual propulsion service are the Northeast Corridor Inland Route (through Hartford and Springfield), the Empire Corridor (where turbo trains with third rail capability are currently providing New York - Albany service), the non-electrified portions of the Long Island Railroad, the Atlantic City Route, and (perhaps) the Harrisburg Route. In addition, Amtrak has indicated its interest in the use of dual propulsion locomotives to connect service from Hampton Roads and Richmond, Virginia to the Northeast Corridor. Other applications for appropriate dual propulsion technology exist in the midwest and on the west coast.

THURSDAY, APRIL 26, 1990.

FEDERAL AVIATION ADMINISTRATION

WITNESS

JEAN A. CAFFIAUX, SENIOR VICE PRESIDENT ELECTRONICS INDUSTRIES ASSOCIATION

Mr. LEHMAN. Jean Caffiaux.

Mr. CAFFIAUX. Mr. Chairman, I'm Jean Caffiaux. I'm appearing here before you today to recommend full funding for FAA's budget request. Included in our association's 1000 member companies are virtually all those that provide electronic equipment and related services for the nation's air traffic control system. Additionally, our member companies rely heavily on this nation's transportation systems.

We are vitally concerned with fostering continuous improvement, modernization and economy in these systems for the benefit not only of our industry but all citizens, and we welcome this opportunity to offer our views in support of a safe and modernized air traffic control system.

Our air traffic control committee has been tracking and supporting Secretary Skinner's efforts to formulate a statement of national transportation policy. Under Secretary Skinner's leadership, the policy formulation process was initiated, interested and concerned citizens were invited to participate, all segments of our nation were involved and contributed to the formulation of the policy.

We applaud Secretary Skinner's leadership, resulting in a blueprint which can be used to make wise decisions and to find common sense solutions to our transportation needs.

The Secretary and the policy call for a new public-private partnership. The member companies of EIA want to answer that call positively and constructively. We view 1989 as time well spent to set the policy. We view 1990 as the year to implement the policy—1990 is the year to get on with making some of the hard choices on what must be done, when it must done and how we're going to pay for it.

The most important priority in the view of our member companies is the Secretary's conclusion that the aviation control systems must be modernized and expanded. The demand for air travel by our citizens is steadily and significantly increasing. As a nation, we must provide the means for our citizens to travel where they desire and when they desire. In order to do that, we must provide the aviation control systems and other important elements needed to ensure adequate capacity, enhanced safety and improved economies and efficiencies.

Our citizens and EIA's member companies recognize the value of air travel, and they recognize that modernization and expansion come at a price. The users of the aviation system are willing to pay for the FAA's services. The Congress must adjust the means available to pay for the improvements demanded by our citizens. We believe that the Administration's budget proposal for transportation, including aviation, is a fair approach and a sound fiscal approach.

Mr. Chairman, probably the most important message we have for your committee today is that the key to fiscal soundness of the Administration's FAA budget proposal is the recognition of the need for stable funding on a continuous basis, at a level sufficient to provide and maintain a modern air traffic control system. While the Aviation Trust Fund can provide much of the needed financing in the near years, Congress may have to provide additional funds if the Trust Fund balance draws down to a level insufficient to maintain the high technology air traffic control system required to safely handle the nation's increasing air travel needs.

The least desirable and most expensive way to acquire new systems is to underfund or to stretch out programs. With underfunding, costs go up, efficiencies go down, economies are delayed and aviation systems are not optimized for our citizens. We urge the Congress to take a bold step and endorse the Administration's proposal for fiscal responsibility for a longer term.

EIA also answers the Secretary's call for advancing transportation technology and expertise to ensure improvements in safety, economy and efficiency for the twenty-first century. The member companies of EIA represent major national resources for aviation technology and expertise. EIA's members are currently providing state of the art equipment and support services to the FAA and to the other components of the Department of Transportation.

Our members enthusiastically and affirmatively answer the Secretary's call. We ask the Congress to authorize and fund fully the Administration's request in the budget proposal for aviation research and development.

In closing, we request this subcommittee to endorse the Administration's budget proposal for transportation by providing the legislative vehicle for Secretary Skinner and FAA Administrator Busey to implement the national transportation plan.

Thank you very much for the opportunity to present our views.

Mr. LEHMAN. Thank you. I have no questions. Mr. Coughlin?

Mr. COUGHLIN. Thank you for your support of what the Administration is proposing, and I agree with your viewpoint very thoroughly and appreciate your patience in waiting to testify here through a long day.

Mr. CAFFIAUX. I appreciate your patience in waiting to hear us. Thank you very much.

Mr. LEHMAN. Thank you. Mr. Young.

THURSDAY, APRIL 26, 1990.

FEDERAL AVIATION ADMINISTRATION, DENVER AIRPORT

WITNESS

DICK YOUNG, DENVER, COLORADO

Mr. YOUNG. Mr. Chairman, the only advantage of being last, it usually brings smiles to everybody's face. My name is Dick Young, and I live in Denver, Colorado, and I'm here on behalf of no one but myself. I came on my own, and I appreciate very much this opportunity, even though late in the day, to be very brief and to explain to you concerns I have about Denver.

Mr. Chairman, I appreciated you statements when you say we have to rely upon our elected officials, and I appreciate that and

I'd like to come back to that. But my concern is about what Denver is about to do. Denver is about to start construction, serious construction, on the world's largest and most expensive airport. Denver, the 430th largest city in the world, is going to build the world's largest and most expensive airport.

Now, that in itself is a significant step. But Denver is also the first city in the history of the world to tear down and dismantle a large operating international airport, and airport that has four full-length runways, 1,600,000 square feet of retail space, 5700 parking structures under cover, and a debt on it of still $400 million. Its replacement value is approximately $2 billion.

No city has ever done this before, to tear down a large operating airport of that magnitude, to replace it with something that is going to be a little bit bigger.

My concern is what is occurring right now as we're about to head down this path. And let me speak briefly to the four points.

First, the cost. During the election, and I helped bring that election about because the Denver elected officials refused to put it to a vote of the people, was the covenant made to the people of Denver that the cost was be $1.7 billion. I have provided you documents, city documents, that now show that cost to be over $3.2 billion. Now, that's increase of 100 percent in less than 12 months. And if you read the Rand Corporation study of all mega projects built throughout the world recently, over 50 projects ranging from $500 million to $10.5 billion, they found that every single project came in over budget, and the average over budget was 87 percent.

Secondly, what is occurring to traffic in Denver? All the projections that were made to buttress the arguments for a new airport were the fact that by the year 2000, we'd have 66 million passengers going through Denver. What has happened is during the last three years, those passenger traffics have not only fallen off, they've plummeted and we're heading downwards and it looks like we're going to continue downwards. And I don't know if you've been given the information from the City and County of Denver, but the projections are now that that traffic in the year 2000 will be approximately slightly higher than it was in 1986. The traffic is not there and the reasons are obvious: we had three airlines hubbing there in 1984 and 1985 and tremendous competition. I could send my daughter to school over in Salt Lake City for $20 on a flight. But one of those airlines went broke, another one had to file in bankruptcy and those days are over. We're back now to being what we should be with a small population base and probably being able to handle one hubbing airline.

The finances. Both bond rating firms have now come in and our rating is one level above junk bonds. No airport to my knowledge, major airport, has ever gone forward for funding, based upon that kind of rating. And that is scary.

And lastly, we have Stapleton—4700 acres that on a certain day, the lights are going to be turned off and it's going to be locked up. We have over 21,000 employees there, we have major hotels and other businesses, and regardless of what you've been told, there is no planning, serious planning, that's been done as to what's to happen. No environmental impact statement—you can read Denver's environmental impact statement and it has a couple of sentences. And it says there's going to be an impact.

Now, Mr. Chairman, I know you know Park Hill, and that's where I live. I moved there in 1960. We've raised our four daughters there. They all live in Denver, and I'm in very intrepidation about doing something that's going to harm Denver. I helped form the Park Hill Action Committee. And I still live in the same house under the east-west runway where I've lived since 1960. And I know the problems of noise, but I know noise is disappearing. It's down, and compared with other parts, it's not existent. It's down 70 percent since 1987.

I know the problems of the arsenal because in forming the Park Hill Action Committee, I worked closely with Bill Nichols, the Mayor, on what could be done. And what is not being told is that Denver is on the arsenal now and has been since 1974. That Denver, within the last two years, has placed another runway on the arsenal, and that's 17,000 acres of undeveloped land, land on which you can place all of Los Angeles International Airport, all of O'Hare, all of Atlanta. You can toss in LaGuardia and Washington National for good measure and you still have land left over. And two-thirds of that 17,000 acres is not polluted. And what are the plans of Denver right now? The plans are it's going to be interlaced with nature trails and campsites and natural habitats, where our kids can go out and eat the dirt, when we're told it's not safe to put two feet of concrete over it and land planes on it.

We tried to hold a news conference out there during the election. We had horses go by, going out riding, the Boy Scouts were out there camping, we had dog trials, we had the Audobon Society. We had everything going on at that arsenal. Parts of it are polluted. But parts of it, and very little are needed to expand Stapleton.

Now, what about trusting elected officials? I agree with you, Mr. Chairman. I don't know how you can work if you can't. But I was involved in the 1983 mayor election and I helped draft the agreement between Mayor Pena and Dale Tooley where they both agreed that the plan to expand Stapleton would not be an issue. And that was the plan of Bill McNichols and that was the plan of Denver and that was the plan of the Denver COG. And it wasn't until after the re-election in 1987 that the mayor announced unilaterally his plans to immediately go ahead and start construction and close it down.

All I ask is that this committee look closely at the facts that you're being given. Test them against other facts, and don't accept what you're being handed because I think you're being misled. And if I can help, I'd be more than glad to.

Mr. Chairman, again, I don't envy you or your job. I've heard the requests here for three hours. I don't know how you do it all. It's a major job. But I think we're heading down a disaster in Denver, a potential disaster.

[The prepared statement of Mr. Young follows:]

RICHARD E. YOUNG
ATTORNEY AND COUNSELOR AT LAW
BROOKS TOWERS, PENTHOUSE SOUTH
[illegible] FIFTEENTH STREET
DENVER, COLORADO [illegible]

ASSOCIATE:
KEITH MOSKOWITZ*
*ALSO ADMITTED IN IDAHO AND WASHINGTON

[illegible]
FAX [illegible]

April 26, 1990

Transportation Appropriations Subcommittee
U.S. House of Representatives
Washington, D.C.

My name is Richard E. Young. I have lived at 2345 Elm Street, just west of Stapleton International Airport, in Denver, Colorado, for close to 30 years. I am here as a concerned citizen. While I speak only for myself, as one of the grass roots leaders of a movement that tried to obtain the facts about Denver's plans to build a new airport and to allow the people of Denver to vote on that question, I know my concerns and questions are those of thousands of Denver citizens. Many, like I, feel this whole new airport plan is not only rigged, but makes no economic sense and will in the long term hurt Denver immensely.

I recognize the difficult task this Congressional Committee has. Weighing the many competing needs and requests for federal funding assistance and allocating the limited public funds is certainly not an easy or envious task.

I also recognize you are probably inundated with presentations, charts and all kinds of audio/visual material from those who are anxious to get your support. However, many times in that process, those presentations become more than one-sided, and significant facts get buried in the middle pages. I respectfully submit the enclosed facts to you in the hope that it will assist you in your upcoming deliberations and the tough decisions that you will have in making allocations of public funds to numerous projects around this country to improve our country's air traffic system.

One year ago, the people of Denver were preparing to vote (over the strenuous objections of elected Denver officials), on whether Denver should build a new airport.

In that election, 70,000 voted yes, 42,000 voted no. Interestingly, 159,000 did not vote. Practically all elected officials publicly supported the airport, as did the Denver Chamber of Commerce, many other business interests, and Denver's news media. Special interests poured close to $1,000,000 into that election to convince the people of Denver to vote yes. They also spent $1,000,000 in Adams County.

Remember the promises? "Ready for Take-off."

A "yes" vote would immediately turn our economy around, provide jobs for the hurting labor unions, Blacks, Hispanics, women and Adams County. A "yes" vote would send a positive message to the world which would bring Fortune 500 companies, Japanese business interests, and international trading companies flocking to Denver. We would wake up the next morning with our economy turned around, prosperity back and Denver now the international hub of the world.

Well, here we are, two years after the Adams County election (which was also to cause all of the above to happen) and one year after Denver's election. The City Administration has announced for the umpteenth time that the airport is "a done deal." Perhaps, as we start down the headlong plunge into turning Denver into one of the most debt ridden city per capita in the United States, a status report on the assurances the City Administration gave the voters of Denver one year ago to convince them to vote "yes", is in order.

Cost. The City Administration assured us over and over: $1.7 billion. Not one penny more. Less than one year later, City Council has authorized the sale of $2.5 billion of bonds. Add the $540 million we are expecting of public monies from the federal government and the $260 million already authorized for land acquisition, and the expected cost is now well over $3.2 billion. Should we worry about an almost doubling of cost in only twelve months, and before we even commence serious construction? You better believe it. City documents reveal this Administration knew full well the cost would be over $3 billion. Yet their covenant with the voters of Denver was "$1.7 billion, not one penny more".

Passenger Usage. The City Administration's projections on passenger traffic showed that 36,030,000 passengers would use Stapleton in 1988, 38,000,000 in 1989, and more each succeeding year, reaching 66,000,000 passengers by the year 2000.

When we questioned these projections, pointing out they were based on false assumptions of three hubs and the county moving to mega-hubs, the City Administration first ridiculed such questions, then explained the passenger turn down was only, a "hiccup", then a "temporary turn down." Now they are actually trying to brag about February 1990 being slightly higher than bottom-of-the-barrel February 1989. February 1990 should have had 700,000 more passengers than it did. 1988 was far below the projections. 1989 was even a worse disaster, with passenger traffic 11,000,000 under projections.

The City Administration, one year after the election, is now privately projecting passenger traffic will be only slightly higher by the year

2000 than it was in 1986 (20,000,000 enplaned passengers in year 2000, compared to 17,000,000+ in 1986). Would it be prudent to delay construction until traffic starts coming back?

Noise at Stapleton. Noise, one of the two overpowering reasons advanced as to why Denver had to abandon and dismantle its existing $2 billion airport and give up the relatively inexpensive expansion plans in favor of building the world's largest and most expensive airport, now appears to be a diminishing concern. While the City Administration certainly is not bragging about it, the facts are that Stapleton airport noise has significantly decreased. It will decrease more. Meanwhile, Denver continues to expend federal funds insulating homes around Stapleton.

Further Expansion of Stapleton. The other overpowering reason for building a new airport rather than recycling and expanding Stapleton was the lack of room to expand. Remember the graphs, the charts, the Mayor going on the arsenal and stating no way would it be safe for airplanes to land on even one square inch of any of the adjoining undeveloped 17,000 acres of the arsenal. And how wrong and stupid was anyone to even suggest that small parts of the arsenal could, in fact, be used.

Since the election, this same City Administration has quietly agreed to the use of portions of that same arsenal for interlacing nature trails, campsites and natural habitats for the parents and children of Denver and Adams counties to use.

The City Administration shrilly argued it was ludicrous to suggest it might be safe for planes to land on 2 feet of cement poured over arsenal dirt. Yet, the City Administration now says it is totally safe for our children to walk on that same dirt, eat off it (and probably even eat a little bit of it in the process).

Whether the City wants to admit it or not, Stapleton expanded on to the arsenal and has been there since 1974. It expanded again only two years ago for another runway extension. The City as recently as 1987 had detailed plans for further expansion and went through a final Environmental Impact Statement. There is room galore for Stapleton to expand, and that expansion would give Denver Stapleton capacity for the next 30 - 50 years, at least.

Remember, 70% of the 17,000 acres contains no contamination. On 17,000 acres, one can place all of Los Angeles International Airport, Chicago O'Hare airport and Atlanta Hartsfield airport. You can toss in for good measure New York's La Guardia and Washington's National, and there would still be room to spare.

Financing. Remember the assurances of the City Administration? Finances. No problem. Would not cost us a thing. All the passengers flocking to our new airport would pay for everything. Well, how are we doing?

Our bond ratings have been lowered to just slightly above junk bonds. And we have been put on the bond "negative alert". The City Administration, trying to put on its best face, says the lowered rating "was expected". I missed that in the election debates. The Colorado State Treasurer, would be hung by his thumbs if he invested state money in BBB municipal revenue bonds.

The money coming from the federal government is only about half of what we are counting on from the federal government during the construction period (the rest comes in during the six years after the airport opens). Somehow, that was never explained in the election either.

Worse, the financial projections now being made by Denver's City Administration simply do not work. The projected revenues are not enough. That means, as certain as death and taxes, that the Denver City Administration will soon be back before Congress, pleading the case for additional large amounts of federal funds in order that the project can be completed. Denver's insistence that all bonds be solely revenue bonds solidifies this belief.

It seems to me this Committee needs to devise some guarantee to protect the investment you have made and are making in Denver and to insure no open ended commitment.

Otherwise, Denver could well be the sponge absorbing a significant portion of funds which obviously are desperately needed by many, many communities for their airport expansion needs.

Airline Agreements. Only one airline has signed up, Continental. And our great "agreement" with Continental? When is the City Administration going to level with the people of Denver? Denver gave up the family jewels to get Continental to sign. Frank Lorenzo should be embarrassed with the sweetheart deal he got. Giving fifty percent of airport concession revenue to the airlines, a $100,000,000 low interest rate loan to Continental, redesign of the terminal making the airport much less efficient, and becoming a "partner" of Denver in constructing the airport. What a deal. And oh, the City Administration forgot to mention, Continental will be significantly reducing its Denver operations, will probably relocate its 3000 employee base maintenance facility to another city, and can, if it wants, terminate its 20 year lease after 90 days notice.

Plans for Redevelopment of Stapleton. Stapleton, obviously, is a huge employment and business center. Moving the airport overnight to a location over 20 miles away will be a catastrophe to those businesses located at and near Stapleton.

Were the federal government to relocate a similar sized federal facility, there would be years of study and planning done, an environmental impact assessment would have to be completed, and millions and millions of federal dollars would be expended to assist the employers and employees to overcome the devastating financial impact of such a move.

Here, the federal government is participating (the FAA is actually a cheerleader) in effectuating this move. Yet, no economic impact studies have been done. No real planning has been accomplished. Denver's Environmental Impact Statement ignores this whole problem. It spends only several sentences saying the move will "have an impact." The jobs that many people in my neighborhood have at the airport disappear - at least for them.

And while the people in my neighborhood will be glad the noise is gone (a good majority voted for the new airport), one of the main reasons why our neighborhood is so viable, will also be gone.

No city has ever closed down and dismantled a large operating commercial international airport before. No one has ever had to figure out what do to with 1,600,000 square feet of a modern terminal, millions of tons of reenforced concrete, 5700 covered parking spaces, and hangers where airplanes are not allowed.

Stapleton's replacement value is well in excess of $2 billion. We still owe close to $400 million on it. The City now admits it "may" be able to obtain a small portion of its replacement value for the land, but that would not be for years.

Turn Stapleton into a huge business/retail/residential/park complex? Sure. That's all Denver needs right now. More office space while office buildings downtown stand vacant, more retail space while the Denver Dry and hundreds of retail stores and shopping centers are closed, more residences to go with the thousands that are in foreclosure.

The plain fact is Denver has no viable plan for Stapleton. The day Stapleton closes, it will be padlocked and shut down. The businesses at Stapleton will go into bankruptcy or disappear. For the many Stapleton employers who invested much, based upon the City's long standing plans (abruptly changed only in mid 1987) to expand Stapleton, some way must be devised to assist in their relocation. Employees, as well, will need help. And, as the ad says, we'll pay for it, either now, or later.

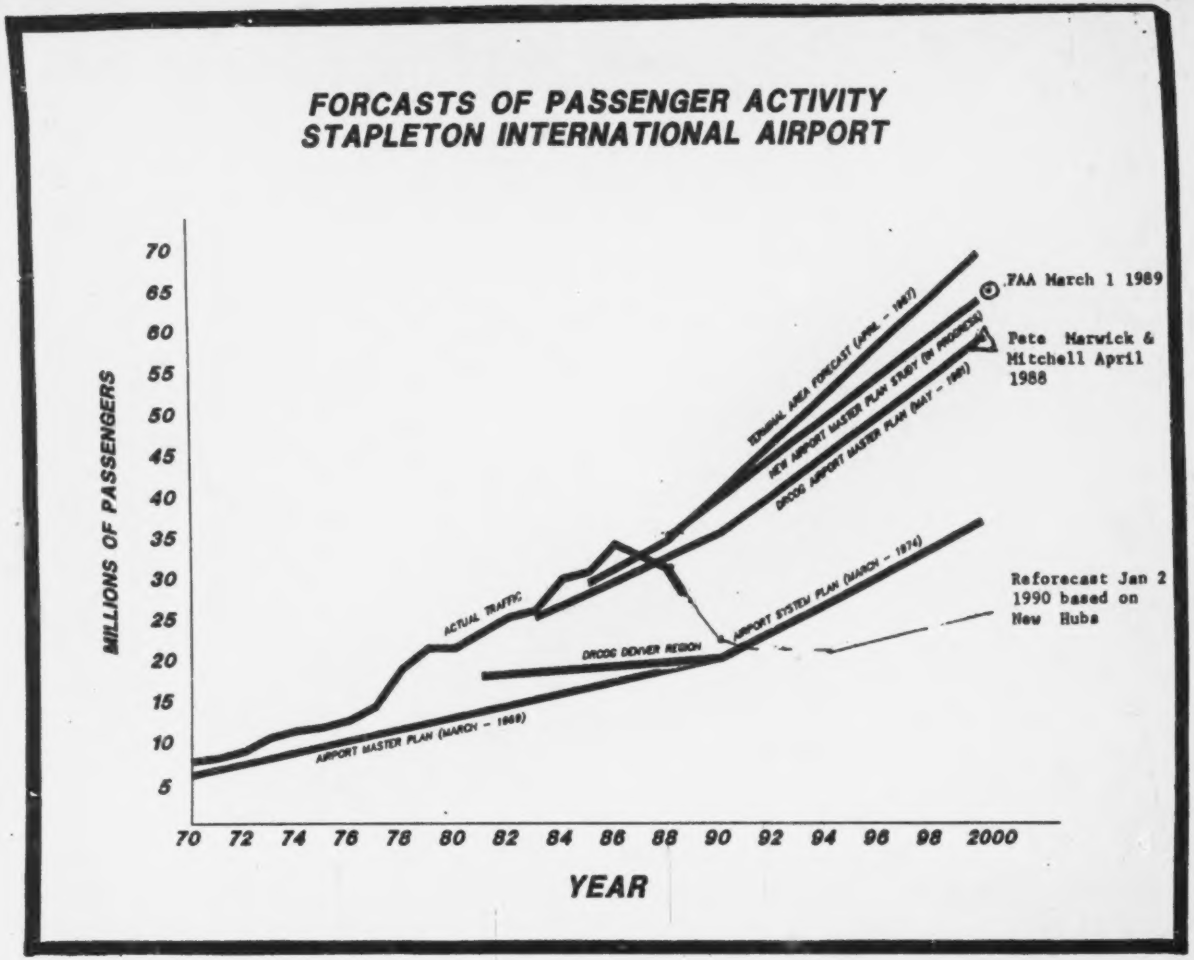
If ever there were storm flags flying, it is now. Yet, rather than heeding those warnings, the City Administration's "do not bother me with facts, full speed ahead" tactic is downright scary. This mentality may well head us into the largest municipal economic blunder in the history of the United States. And Denver will then turn to Congress and plead: you have to bail us out.

Attached are various city documents and reports which provide much of the detail on the items discussed above. Thank you for your time.

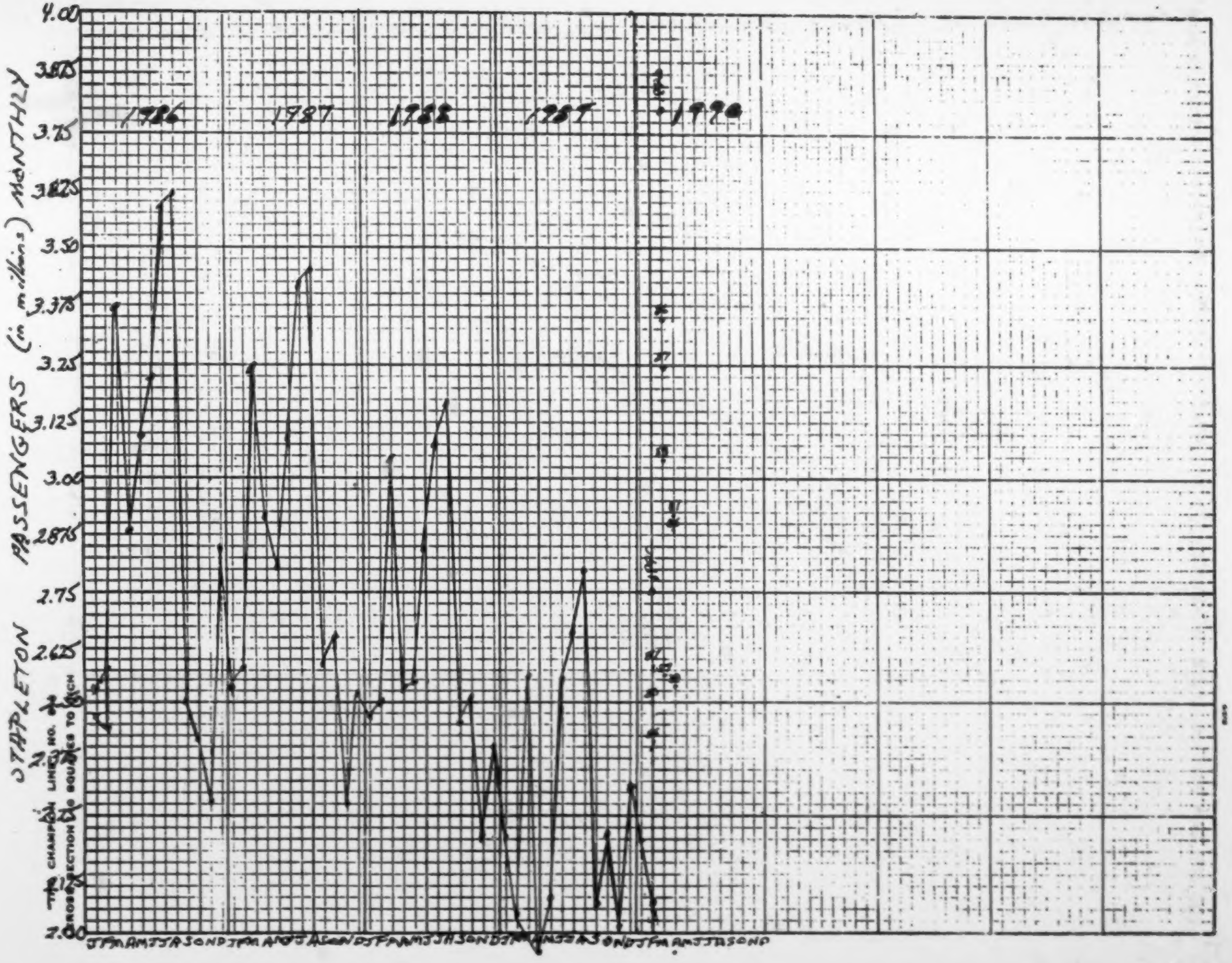
Sincerely yours,

Richard E. Young

REY/sm



FORCASTS OF PASSENGER ACTIVITY
STAPLETON INTERNATIONAL AIRPORT


STAPLETON PASSENGERS (in millions) MONTHLY
4.00
3.875
3.75
3.625
3.50
3.375
3.25
3.125
3.00
2.875
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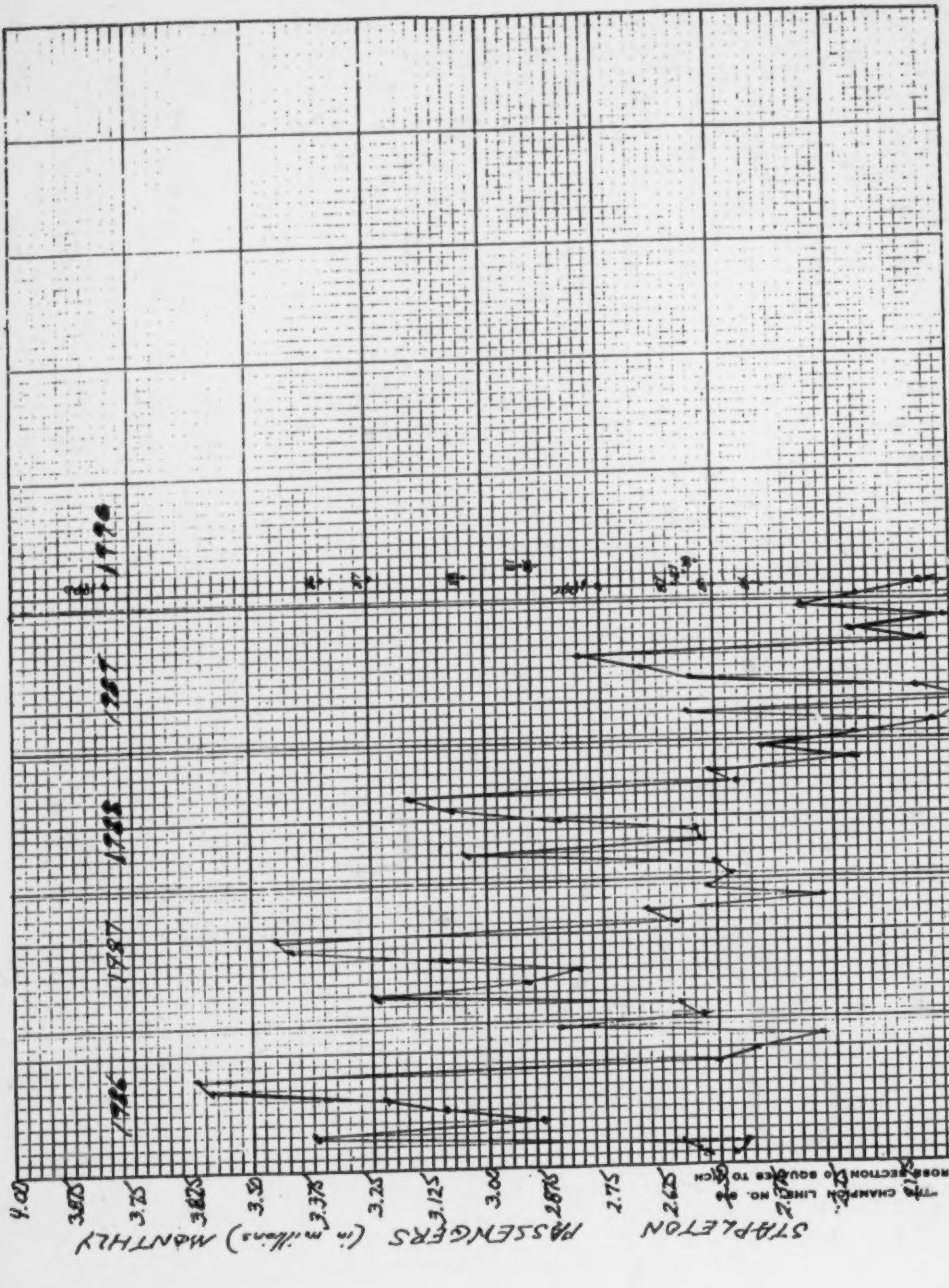
J F M A M J J A S O N D J F M A M J J A S O N D J F M A M J J A S O N D J F M A M J J A S O N D J F M A M J J A S O N D
THE CHAMPION LINE NO.
CROSS SECTION 10 SQUARES TO INCH


STAPLETON PASSENGERS (in millions) MONTHLY
4.00
3.875
3.75
3.625
3.50
3.375
3.25
3.125
3.00
2.875
2.75
2.625
2.50
2.00
CROSS SECTION 10 SQUARES TO INCH
THE CHAMPION LINE NO.

HISTORICAL AND FORECAST DEBT SERVICE COVERAGE

($ in Thousands)

Year	Net Revenues(1)	Debt Service Requirements	Coverage
1984	$41,938	$17,657	2.38x
1985	54,257	22,199	2.44x
1986	54,891	30,185	1.82x
1987	52,099	33,037	1.58x
1988	61,498	44,674	1.38x
1989	74,732	51,779	1.44x
1990	75,462	51,769	1.46x
1991	76,806	51,779	1.48x
1992	77,255	51,779	1.49x
1995 (2)	258,241	193,575	1.34x
2000 (2)	282,241	193,573	1.46x

(1) From 1988 to 2000, Net Revenues were calculated using Peat Marwick accounting conventions. Net Revenues from 1984 to 1987 were calculated according to the 1984 bond ordinance rules. The Peat Marwick accounting method has the effect of reducing Net Revenues compared to the bond ordinance specified method. It is estimated by Kirchner Moore that use of the Peat Marwick accounting method reduces forecast coverage ratios by 0.10x to 0.20x per year.

(2) The increase in Net Revenues is the result of higher fees and charges imposed on the airlines rather than a marked rise in demand for air services. The increase in Debt Service Requirements is a function of the higher level of indebtedness associated with the new airport.

Sources: City and County of Denver
Peat Marwick, New Airport Project Phase I Development, October 1988

CITY AND COUNTY OF DENVER
STAPLETON INTERNATIONAL AIRPORT
STATEMENT OF COMPLIANCE WITH RATE MAINTENANCE COVENANT AS DEFINED IN THE 1984 BOND ORDINANCE
AIRPORT REVENUE FUND
for the year ended December 31, 1988

Gross revenue:	
Concessions	$ 36,574,470
Interest (net of realized investment gains of $510,378)	6,796,493
Landing fees	31,600,500
Management operated sales and services, less related expenses of $61,393	2,624,448
Rentals:	
Ground rentals	1,254,085
Hangar rentals	929,685
Ramp and aircraft parking	914,931
Terminal building	34,482,643
Other building rentals	1,777,631
Coverage transfer from Capital Fund	12,943,245
Total gross revenue as defined in the ordinance	129,898,131
Operation and maintenance expenses:	
Personal services	14,369,349
Contractual services:	
Communication and transportation	649,758
Printing and binding	568,311
Professional and technical	14,456,881
Rentals	1,617,890
Other	554,812
Insurance	1,368,395
Repair and maintenance - equipment	1,040,540
Repair and maintenance - buildings	7,307,588
Utilities	5,436,689
	33,000,864
Maintenance, supplies and materials:	
Building maintenance	363,230
Electrical	592,993
Heating and plumbing	363,771
Roadway and runway	351,019
Shop	231,262
Other	899,051
Distributed equipment expenses	1,932,076
Distributed labor expenses	7,594,041
Distributed overhead expenses	1,026,194
Other	4,246,817
	17,600,454
Total operation and maintenance expense as defined in the ordinance	64,970,667
Net revenue as defined in the 1984 Bond Ordinance	$ 64,927,464
Debt service requirements as defined in the 1984 Bond Ordinance	$ 45,245,924
Coverage (net revenue as a percentage of debt service requirements)	1.44

CITY AND COUNTY OF DENVER

STAPLETON INTERNATIONAL AIRPORT

STATEMENT OF REVENUES, EXPENSES AND CHANGES IN RETAINED EARNINGS

for the year ended December 31, 1988

Operating revenues:	
Facility rentals	$ 47,768,508
Concession income	36,574,470
Landing fees	31,600,500
Other sales and charges	2,000,826
	117,944,304
Operating expenses:	
Personnel services	14,369,349
Contractual services	33,006,939
Maintenance, supplies and materials	13,353,637
	60,729,925
Operating income before depreciation	57,214,379
Depreciation	39,701,695
Net operating income	17,512,684
Nonoperating income (expenses):	
Interest on investments	11,710,859
Interest expense	(23,262,633)
Miscellaneous expense	(9,148,520)
Net nonoperating expenses	(20,700,294)
Net loss	(3,187,610)
Retained earnings, beginning of year, as previously reported	262,222,283
Prior period adjustments (Notes D and I)	892,588
Retained earnings, beginning of year, as restated	263,114,871
Retained earnings, end of year	$259,927,261

The accompanying notes are an integral part of the financial statements.

Exhibit D

HISTORICAL AND FORECAST NET REVENUES
PRE-DIA PERIOD (1990-1995)
Stapleton International Airport
City and County of Denver, Colorado
(in thousands)

This exhibit is based on data and information from the sources indicated and assumptions provided by or reviewed with and adopted by Airport management. The achievement of any financial projection may be affected by fluctuating conditions and is dependent upon the occurrence of future events which cannot be assured. Therefore, the actual results will vary from the projections, and the variations may be material.

	Historical (a)				Forecast							
	1986	1987	1988	1989	1990 (b)		1991		1992		1995	
					SIA	DIA (c)	SIA	DIA (c)	SIA	DIA (c)	SIA	DIA (c
Airline revenue												
Landing fees	$22,211	$27,358	$31,601	(Detail	$42,865		$40,480		$40,644		$40,679	
Terminal building rentals	16,118	29,391	33,491	to come)	34,436		38,031		38,505		33,311	
New Airport surcharge	10,441	1,667	--		--		--		--		--	
Refund of New Airport surcharge (CO)	--	--	--		(613)		(818)		(818)		(817)	
	$48,770	$58,416	$65,092		$76,689		$77,694		$78,331		$73,173	
Nonairline revenue												
Outside concessions												
Public and employee parking	$17,688	$14,970	$16,221		$17,621		$17,777		$17,956		$18,099	
Auto rentals	8,696	7,900	8,212		9,697		10,505		11,358		12,068	
Ground transportation	249	7	254		406		422		438		456	
Taxicabs	260	243	229		437		450		443		477	
Other	25	20	8		7		7		7		7	
	$26,914	$23,140	$24,926		$28,167		$29,161		$30,205		$31,106	
Inside concessions												
Food and beverage	$4,230	$5,120	$6,264		$7,909		$8,413		$8,917		$9,711	
In-flight catering	815	1,075	849		876		911		947		984	
News/gifts/gen'l merchandise	1,697	2,544	2,699		2,630		2,630		2,630		2,630	
Other	2,488	2,385	2,324		3,082		3,196		3,295		3,352	
	$9,230	$11,126	$12,136		$14,497		$15,147		$15,788		$16,677	
Other building and ground rentals	4,325	4,986	5,867		5,500		5,500		5,500		5,500	
Other	1,825	1,839	2,141		1,375		1,375		1,375		1,375	
Total operating revenues	$91,023	$99,505	$110,159		$126,228		$128,877		$131,197		$127,831	
Interest income	$10,136	$7,816	$6,796		$5,000		$5,000		$5,000		$5,000	
Miscellaneous income	--	562	--		--		--		--		--	
Total Gross Revenues	$101,159	$107,883	$116,955	$131,337	$131,228		$133,877		$136,197		$132,831	
Operation and Maintenance Expenses (d)	46,791	55,784	64,970	69,097	65,335	4,529	67,948	4,730	70,666	4,899	73,493	5
Net Revenues	$54,368	$52,099	$51,986	$62,240	$65,893		$65,929		$65,531		$59,338	

SIA = Stapleton International Airport
DIA = Denver International Airport
a. Airport records.
b. City and County of Denver, "Expenditure Plan/Revision 1990, Airport Operations and Maintenance", provided by the Stapleton Business office.
c. To be capitalized.
d. Escalated at 4% per year from 1990 base.

30 %

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Exhibit D-1

CALCULATION OF AIRLINE LANDING FEES AND TERMINAL RENTALS
PRE-DBO PERIOD (1990-1993)
Stapleton International Airport
(in thousands)

This exhibit is based on information from the sources indicated and assumptions provided by, or reviewed with and adopted by, Airport management, as described in the accompanying text. Inevitably, some assumptions used to develop the forecasts will not be realized and unanticipated events and circumstances could occur. Therefore, the actual results will vary from those forecast, and the variations could be material.

		Forecast			
		1990	1991	1992	1993
LANDING FEES					
Field Area					
Amortization charges		$23,829	$23,687	$23,182	$22,518
+ Operation and Maintenance Expenses		16,357	16,763	17,433	18,131
+ Interest on City investment in land		330	330	330	330
+ Carry forward deficit (credit)		2,649	--	--	--
= Total Field Area costs		$43,165	$40,780	$40,946	$40,979
- Revenues from other Field Area users					
Nonairline use fees		($125)	($125)	($125)	($125)
Fuel sales margin		(175)	(175)	(175)	(175)
		($300)	($300)	($300)	($300)
= Landing Fee Requirement		$42,865	$40,480	$40,646	$40,679
/ Airline landed weight		24,000	24,954	25,945	26,976
= Landing fee rate		$1.786	$1.622	$1.567	$1.508
TERMINAL BUILDING RENTALS					
Terminal building					
Amortization charges		$10,605	$10,634	$10,156	$9,067
+ Operation and Maintenance Expenses		19,303	19,861	20,656	21,482
+ Carry forward deficit		1,944	--	--	--
+ Credit for New Airport costs paid in 1989		(690)	--	--	--
		$31,162	$30,495	$30,811	$30,549
/ Total revenue space		590	590	590	590
= Average rate per square foot		$52.78	$51.68	$52.19	$51.74
x Airline rented space		370	370	370	314
		$19,522	$19,106	$19,302	$16,267
- Adjustment for vacancy and weighting of rates		(922)	(543)	(549)	(463)
Airline rental revenue	[A]	$18,600	$18,561	$18,754	$15,805
CONCOURSE A (AIR CARRIER) RENTALS					
Concourse A (air carrier)					
Amortization charges		$2,097	$2,097	$2,026	$1,918
+ Operation and Maintenance Expenses		1,572	1,626	1,689	1,756
+ Carry forward deficit		26	--	--	--
+ Credit for New Airport costs paid in 1989		(56)	--	--	--
		$3,637	$3,721	$3,713	$3,675
/ Total revenue space		54	54	54	54
= Average rate per square foot		$67.40	$69.16	$69.01	$68.30
x Airline rented space		51	51	51	51
		$3,473	$3,553	$3,546	$3,509
- Adjustment for weighting of rates		(77)	(79)	(78)	(42)
Airline rental revenue	[B]	$3,396	$3,475	$3,467	$3,467

30-Mar-90

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Exhibit D-1 (page 2 of 3)

CALCULATION OF AIRLINE LANDING FEES AND TERMINAL RENTALS
PRE-DBO PERIOD (1990-1993)
Stapleton International Airport
(in thousands)

		Forecast			
		1990	1991	1992	1993
CONCOURSE A (REGIONAL) RENTALS					
Concourse A (regional)					
Amortization charges		$726	$726	$726	$723
+ Operation and Maintenance Expenses		507	523	544	566
+ Carry forward deficit		(62)	--	--	--
+ Credit for New Airport costs paid in 1989		(23)	--	--	--
		$1,146	$1,247	$1,268	$1,288
/ Total revenue space		29	29	29	29
= Average rate per square foot		$39.80	$43.31	$44.06	$44.76
x Airline rented space		13	13	13	13
		$526	$573	$582	$591
- Adjustment for vacancy and weighting of rates		(4)	(4)	(4)	(4)
Airline rental revenue	[C]	$523	$569	$578	$587
CONCOURSE B RENTALS					
Concourse B					
Amortization charges		$796	$796	$796	$784
+ Operation and Maintenance Expenses		2,827	2,895	3,010	3,131
+ Carry forward deficit		869	--	--	--
+ Credit for New Airport costs paid in 1989		(104)	--	--	--
		$4,388	$3,691	$3,807	$3,915
/ Total revenue space		213	213	213	213
= Average rate per square foot		$20.63	$17.35	$17.90	$18.41
x Airline rented space		201	201	201	201
		$4,156	$3,496	$3,605	$3,708
- Adjustment for weighting of rates		(145)	(122)	(126)	(129)
- Capital cost space credit		(471)	(471)	(471)	(471)
= Airline rental revenue	[D]	$3,541	2,903	$3,009	$3,108
CONCOURSE C RENTALS					
Concourse C					
Amortization charges		$2,453	$2,453	$2,453	$2,445
+ Operation and Maintenance Expenses		2,543	2,616	2,721	2,829
+ Carry forward deficit		(1,709)	--	--	--
+ Credit for New Airport costs paid in 1989		(85)	--	--	--
		$3,200	$5,069	$5,173	$5,275
/ Total revenue space		195	195	195	195
= Average rate per square foot		$16.38	$25.93	$26.48	$27.00
x Airline rented space		167	167	167	167
		$2,732	$4,328	$4,417	$4,504
- Adjustment for weighting of rates		(31)	(166)	(170)	(173)
Airline rental revenue	[E]	$2,701	$4,161	$4,247	$4,331

30-Mar-90

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Exhibit D-1 (page 3 of 3)

CALCULATION OF AIRLINE LANDING FEES AND TERMINAL RENTALS
PRE-DBO PERIOD (1990-1993)
Stapleton International Airport
(in thousands)

		Forecast			
		1990	1991	1992	1993
CONCOURSE D RENTALS					
Concourse D					
Amortization charges		$1,022	$1,843	$1,843	$1,836
+ Operation and Maintenance Expenses		3,096	3,180	3,307	3,439
+ Carry forward deficit		(1,518)	--	--	--
+ Credit for New Airport costs paid in 1989		(121)	--	--	--
		$2,479	$5,025	$5,151	$5,276
/ Total revenue space		199	199	199	199
= Average rate per square foot		$12.46	$25.26	$25.88	$26.50
x Airline rented space		191	191	191	96
		$2,382	$4,826	$4,948	$2,534
- Adjustment for weighting of rates		(75)	(152)	(155)	(80)
Airline rental revenue	[F]	$2,307	$4,675	$4,793	$2,455
CONCOURSE E RENTALS					
Concourse E					
Amortization charges		$3,297	$3,297	$3,293	$3,281
+ Operation and Maintenance Expenses		2,340	2,392	2,487	2,587
+ Carry forward deficit		54	--	--	--
+ Credit for New Airport costs paid in 1989		(72)	--	--	--
		$5,619	$5,689	$5,780	$5,868
/ Total revenue space		105	105	105	105
= Average rate per square foot		$53.73	$54.40	$55.28	$56.12
x Airline exclusive, concession, and other space		57	57	57	57
- Cost of concession and exclusive space		($3,063)	($3,101)	($3,151)	($3,199)
- Lower level commuter holdroom revenue		(35)	(35)	(35)	(35)
= Airline revenue required-common use areas		$2,521	$2,553	$2,595	$2,635
+ Amortization of airline equip./furnishings		1,033	1,033	931	738
= Total cost of common-use space		$3,555	$3,586	$3,525	$3,372
Calculation of Airline revenue					
Average rate per square foot		$53.73	$54.40	$55.28	$56.12
x Airline exclusive space		23	23	23	23
		$1,236	$1,251	$1,271	$1,291
- Adjustment for vacancy and weighting of rates		(273)	(277)	(293)	(309)
= Airline exclusive space revenue	[G]	$962	$974	$978	$982
Total cost of common-use space		$3,555	$3,586	$3,525	$3,372
- Adjustment for vacant gates		(1,148)	(873)	(849)	(796)
= Airline common-use revenue	[H]	$2,406	$2,714	$2,676	$2,576
Total airline rental revenue [A+B+C+D+E+F+G+H]		$34,436	$38,031	$38,505	$33,311

30-Mar-90

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2-17-90

Noise complaints plummet 70% since '87 at Stapleton

By Michael Booth
Denver Post Staff Writer

Noise complaints at Stapleton Airport dropped 53 percent last year and have plummeted 70 percent since a tough set of airline fines and restrictions took effect in 1987.

While some of the improvement comes from declining air traffic at Stapleton, the drop in complaints far outstrips the 19 percent traffic decline over the period.

Neighborhood groups and airport officials also credit the changes to sharply increased use of quieter "Stage III" aircraft by the airlines and a stringent noise-abatement program begun three years ago.

The noise abatement also has dramatically improved relations between airport officials and Stapleton neighbors, who banded together to demand relief in 1986.

That year, the airline boom and unusual weather affecting flight patterns drowned northeast Denver and its suburbs in the deafening roar of aircraft engines for much of the summer.

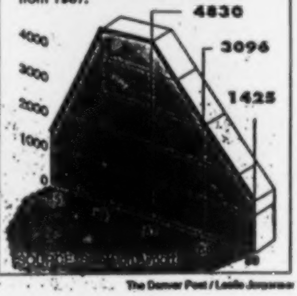
"The folks at the airport have done a good job," said Roland Russell, a Commerce City councilman and chairman of the Stapleton Noise Advisory Committee appointed by Denver Mayor Federico Peña.

"Complaints are down, and there's a quieter environment around the airport," said lawyer Mark Davidson, a member of the noise committee and a Park Hill neighborhood representative. "Overall,

Please see AIRPORT on 8B

AIRPORT NOISE COMPLAINTS

Noise complaints to the Stapleton Airport hotline in 1989 dropped 53 percent from 1988 and 70 percent from 1987.



The Denver Post / Leslie Jorgensen

Stapleton noise complaints drop

AIRPORT from Page 1B

we're pretty happy with it."

The tough 1987 noise-abatement program also produced a rarity for city government: a penalty fee that no one has ever had to pay.

Airlines were told they would pay $2,000 a day every time their noise exceeded a historical average, but quieter aircraft and new training procedures helped the airlines stay under their noise caps, said Steve Alverson, Stapleton noise program coordinator.

Even if air traffic picks up again in Denver, noise levels will stay near their current lows because rapid new-plane purchases have speeded replacement of noisier Stage II aircraft, Alverson said.

"It's my opinion that we'll never get close to our noise cap again," he said.

Noise complaints dropped to 1,425 for all of 1989, compared with 3,096 in 1988 and 4,830 in 1987, the peak year.

Under another measurement, the noise exposure level has dropped nearly four decibels since June 1987, cutting the sound energy level by more than half.

Noise levels have improved so much that Stapleton officials are considering loosening the noise caps on some of the smaller carriers to allow them to add flights.

Carriers such as USAir and Delta are picking up some of the flights being dropped by dominant Stapleton carriers Continental and United, Alverson said.

They should be allowed to increase flights without incurring penalties, he said, as long as the overall noise level isn't affected.

"We're not about to discourage air traffic here," he said.

B6 THE [illegible] STREET JOURNAL, THURSDAY, MA[illegible] 1, [illegible]

New Radar Could Cut Air Delays By Keeping More Runways Open

By CHARLES W. STEVENS

Staff Reporter of THE WALL STREET JOURNAL

Aviation officials are testing a new radar that could sharply reduce air traffic delays by allowing planes to take off and land simultaneously on closely spaced parallel runways in bad weather.

Such flight operations, deemed too dangerous with current radar, would also save airlines fuel, lower their costs, and increase airport capacity in foul weather without adding more runways. By making closely spaced runways more usable, the new radar system could save airports millions of dollars in land acquisition costs for new runways and make expansion more practical at airports with limited room for growth.

"This will enable us to squeeze more into the [air traffic] system safely," says Bill Reed, marketing manager at Allied-Signal Inc.'s Bendix Communications division, which developed the radar for the Federal Aviation Administration.

The new system would be the first civilian use of a highly sophisticated, electronic tracking technology developed for the military in the 1960s.

Conventional radar beams scan mechanically by rotating or oscillating a dish antenna. The new system, called a precision runway monitor, uses "phased array radar," which moves a tracking beam electronically by changing the power and staggering the phase through radiation points around a ring-shaped antenna.

"It's a technology leap for the civilian side," says Kenneth V. Byram, the FAA program manager on the project.

Phased array radar offers superior precision and speed in tracking moving targets. Conventional radar updates aircraft positions once every five seconds, limited by the rotation speed of dish antennas. The precision runway monitor is 10 times faster, providing position updates twice a second, as a computer program controls the scanning of the system's phased array radar beam.

The FAA is testing the new system at Raleigh-Durham International Airport in North Carolina to determine whether its superior precision and tracking speed permits safe, simultaneous landing operations on parallel runways as close as 2,500

Please Turn to Page B6, Column 1

Continued From Page B1

feet apart when foul weather obscures visibility and forces pilots to fly by instruments. Under current FAA rules, airports with parallel runways spaced closer than 4,300 feet apart must close one of the runways or stagger flights to each strip when instrument flight rules are in effect. The rules are aimed at avoiding mid-air collisions.

The FAA says bad weather caused 57% of the delays in scheduled flights of 15 minutes or more last year, when delays in-

neous flight operations are permitted on parallel runways as near as 700 feet.)

Although tests won't end until July, participants in the trial believe the speed of the precision runway monitor will enable airports to narrow the current margin for error in simultaneous, blind landing approaches on parallel runways. They believe that the tests will show that the new system is faster in alerting air traffic controllers to incidents they call "blunders," when planes drift off course on approach. In turn, controllers can sooner warn pilots about blunders, who then can act more quickly to correct their flight paths or take evasive action.

Once approved for use—a decision is expected in September—runway monitors could double or triple the flight capacity at some airports during foul weather, including airports with non-parallel runways that have converging flight paths. Detroit Metropolitan Airport, for example, could go from using one runway to three runways in foul weather by employing the precision monitor, says Jim Smith, acting head of the FAA's system capacity office.

Ten of the nation's 100 busiest airports have adjacent runways between 2,500 and 4,300 feet apart, Mr. Smith says, and the number is growing. In the Washington area, for example, Dulles International Airport is planning to acquire land to be used eventually for a new runway 2,500 feet from an existing one.

Airports with side-by-side runways closer than 4,300 feet include New York's John F. Kennedy, Dallas's Love Field, and those in Minneapolis and Fort Lauderdale, Fla.

If the runway monitor is adopted by the FAA, the systems could be installed for about $5 million each, says Mr. Reed of Bendix. Bendix developed the test system as part of a $10 million contract.

Bendix could become the FAA's sole supplier of runway monitors, at least initially. Because of the system's potential for offering immediate relief to the already crowded air traffic network, the agency may try to bypass or postpone competitive bidding for the equipment to speed delivery of monitors to airports, says the FAA's Mr. Byram. "It could take four years for another company" to match the Bendix system, he says.

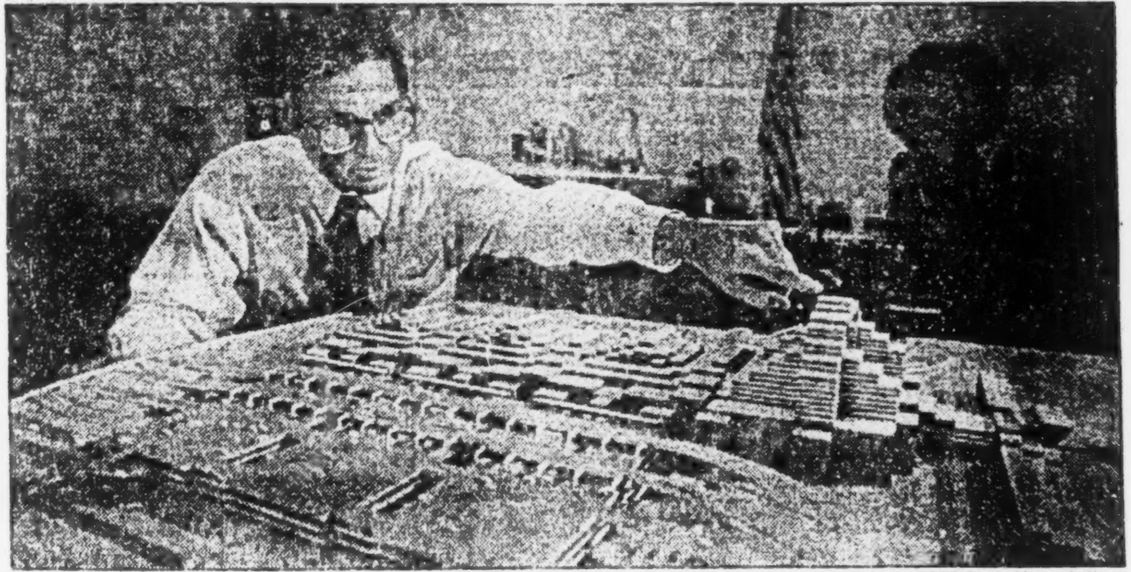
The FAA is considering an alternative to the Bendix technology that relies on a modified configuration of conventional radar gear. That system, being tested at an airport in Memphis, uses two conventional radar dishes mounted back to back. The setup doubles the tracking speed of single dish radars at a third of the cost of the phased array radar system, Mr. Byram says. But it is still much slower than the new technology and has already been rejected for runways closer than 3,400 feet.

Besides speed, the Bendix system offers bigger and more sophisticated radar displays for air traffic controllers. In addition to identifying aircraft positions, the new screens display lines indicating where the plane would travel in 10 seconds at its current speed and heading. The green aircraft position indicators on the screen flash in yellow when the plane's course would carry it into a "no transgression zone" between two runways, and red if the plane actually enters the danger area. Audible warnings also sound.

The Airline Passengers Association of North America Inc. endorses the new system as a safe, fast way to relieve air traffic congestion. "It's not only desirable, it's essential to squeeze more capacity out of the system," says Richard E. Livingston, the consumer group's chairman.

Pilots, and their union, the Air Line Pilots Association, also back the new technology. Bob Harry, a pilot and training manager at AMR Corp.'s American Airlines subsidiary, says landing a plane through heavy overcast while another aircraft descends can be nerve-racking. "You don't actually see the other airplane until you break out of the clouds, say at 200 feet," he says. In such conditions, he says, he would rather have the other plane landing on a close-by runway under the guidance of the new radar than on a more distant runway using the current equipment. "I was impressed with it," he says.

18—Rocky Mountain News Thurs., Nov. 16, 1989, Denver, Colo.



STEVE GROER/Rocky Mountain News

Mayor Federico Peña displays a model of the new airport terminal in his office.

RICHARD E. YOUNG
ATTORNEY AND COUNSELOR AT LAW
BROOKS TOWERS, PENTHOUSE SOUTH
[illegible] FIFTEENTH STREET
DENVER, COLORADO [illegible]

ASSOCIATE:
KEITH MOSKOWITZ*
*ALSO ADMITTED IN IDAHO AND WASHINGTON

303-893-1890
FAX 303-825-8455

April 4, 1990

Mr. Daniel Heimowitz
Moody's Investor Services, Inc.
99 Chruch Street
New York, NY 10007

Re: Denver's Proposed New Airport

Dear Mr. Heimowitz:

You have, and are, receiving substantial information and presentations from the Denver City Administration concerning its proposed issuance of up to 2.5 billion dollars of bonds to help finance its new airport.

I, and others who live here in Denver, are becoming increasingly concerned about the one-sidedness of the information being submitted. Obviously, you are experts in this field of financial risk and will be doing your own independent investigation.

You should be aware of the following:

1. CONTINUING DROP OF PASSENGERS AT DENVER.

Enclosed is a chart showing the steep, continuing decline in passenger utilization of Denver's existing airport. It speaks for itself and obviously shows, better than any written word, how drastically off the city's, as well as the FAA's, projections are on passenger traffic. The City administration's projections were what was used to convince the people of Denver that an entirely new airport had to be built. Those same projections were used to attempt to prove the economic viability of constructing the world's largest and most expensive airport.

Those projections, less than three years old, are now in a total state of disarray. The City administration, attempting to put the best face on this steep decline, is now claiming February 1990 results show a 2.2 percent increase over February 1989, and therefore, everything is fine.

What the City administration does not say is that the increase of February 1990 over February 1989 should have been 3 percent, not 2.2 percent. Furthermore, February 1989 should have been 3 percent more than February 1988 (which it was not), and February 1988 3 percent greater than February 1987 (which it was not).

Rather than the City administration bragging about the 2.2 percent increase of passenger traffic at Stapleton of February 1990 over February 1989, it needs to be explaining what happened to the 700,000 plus passengers that the City administration said would be utilizing Stapleton in February 1990, but did not.

Furthermore, all objective indications are that traffic at Denver will remain relatively flat for at least the near term and perhaps into the midterm.

2. DECLINING AIRPORT REVENUE.

Slightly over two years ago, the City and County of Denver, based upon the Peat Marwick Main & Company October 22, 1988 Financial Plan for the New Airport, gave the Historical and Forecast Debt Service Coverage set forth in Exhibit 2.

While it has been very difficult to obtain, those net revenue figures have been recently revised and are set forth as Exhibit 3 hereto.

As one can readily tell, net revenues have fallen substantially behind the projections made only two and one-third years ago. The projected revenues for 1990, 1991 and 1992 fall even further behind.

Compounding this significant drop in actual net revenues as compared to projected net revenues is the fact that for the year ending December 31, 1988, $12,943,245.00 was transferred from the Capital Fund into the gross revenue figure in order to comply with the rate maintenance covenant as defined in the 1984 Bond Ordinance Airport Revenue Fund (See Exhibit 4). Furthermore, the Statement of Revenues, Expenses and Changes in Retained Earnings for Stapleton International Airport for the year ended December 31, 1988, shows a net loss of $3,187,610.00 for that year (See Exhibit 5). I, and others, have been unable to ascertain any of the details concerning the year ended December 31, 1989. Therefore, we do not know if funds have been moved from the Capital Fund into gross revenues for 1989 or not.

3. CONTINENTAL AGREEMENT.

Attached is what has been proported to be the agreement that Continental Airlines entered into with the City and County of Denver (See Exhibit 6). Whether the attachments have been prepared or not is still unclear.

Of note are the following observations (none of which were disclosed in any media releases or analysis):

1. The number of gates that Continental is agreeing to lease at the new airport is significantly less than the number of gates it currently has at Stapleton.
2. Continental will apparently be removing and relocating its maintenance facilities from Denver to another Continental base.
3. The formula and language used to arrive at Continental's cost per enplaned passenger indicates the $20.00 cost (in 1990 dollars) per enplaned Continental passenger may very quickly be reached and is totally within the control of Continental. Upon reaching that cap, Continental may terminate its leases upon giving ninety days notice.
4. The sharing of concession net revenue with the airlines means substantially less revenue available to Denver for the payment of its Revenue Bonds.
5. The City administration has, in effect, given Continental a $1,000,000.00 line of credit.
6. Continental becomes a joint venturer with the City and County of Denver on the construction of the new Airport, in that should costs exceed the construction budget limit of $1,922,500,000 (in January, 1990 dollars), exclusive of land and pre-1990 planning costs, the matter goes to binding arbitration.

4. TRENDS IN AIRLINE TRAFFIC PATTERNS.

Our country has undergone a major change in airline scheduling patterns, which the City and County of Denver is totally ignoring. Prior to ariline deregulation in 1978, there were only 4 airports with airlines operating hubbing networks for connecting traffic. Today there are over 35. Since 1986, 22 new hubs have been established throughout the United States. Hubs consolidate air transport activity from smaller cities and airlines to larger, centralized locations providing more frequent service for a larger number of passengers and more non-stop destinations than otherwise would be possible.

Analysis of the major airlines show that only 2 out of the 12 airlines provide non-stop service from the West to Denver. The other 10 airlines overfly Denver enroute to the East, or their passengers change planes at hubs in Salt Lake City, Phoenix, Las Vegas, Houston, or Dallas/-Ft.Worth. These airline traffic patterns are one of the major reasons for the rapidly declining passenger traffic at Denver.

For example, American Airlines has invested substantially in the development of its 7 hubs. U.S. Air, combined with Piedmont, has 9 hubs. These hubs are being expanded as additional gates and runways are completed. The fine tuning of these hubs will increase the number of flights per bank that can take off and land at that airport. Many of these flights will overfly Denver enroute to other hub airports, reducing transfer passengers in Denver. These hub improvements are permanent changes with large monetary investments by the airlines for terminal expense and/or thirty year leases to protect the airport from revenue bond default.

Further, many of these new 22 hub locations have lower landing fees than currently at Stapleton. Denver's New Airport, by once constructed, will have extremely high landing fees, necessitated having to pay off such a huge indebtedness. This will have the obvious effect of further encouraging more flights to overfly Denver.

Add to this, the growing emergence of new 2 engine, large range, coast-to-coast planes, such as the Boeing 737-300, which do not need to stop in Denver or other half way points to refuel. Thus, the non-stop flights coast-to-coast will further decrease the need for numerous flights to stop in Denver.

Comparable cities, many even much larger than Denver, are economically able to support only one hub. Denver, with a population of 1.7 million, currently has 2 hubs, declining airline traffic and yet is attempting to build a 3 hub facility. There is no explanation or rationale to explain what will support 3 hubs, when operations and passenger traffic are already declining and we have only a small population base from which to draw originating passengers.

In conclusion, Denver, the 430th largest city in the world, is trying to finance and build the world's largest and most expensive airport. At the same time, Denver will become the first city in the world to close down and dismantle an existing, large, commercial, international airport on which we still owe hundreds of millions of dollars. I respectfully submit, this makes no economic sense.

While I suspect you are all aware of all of the above, I thought it only proper that you receive the above information. Hopefully you will ask the hard questions and dig further into the glossy reports and glowing projections which you are receiving.

Sincerely yours,

Richard E. Young

REY/sm
Enclosures

NCAR MEDIA RELATIONS OFFICE PRESS CLIPPINGS

Boulder, CO THE DAILY CAMERA June 13, 1988 (30,000)
Denver, CO ROCKY MOUNTAIN NEWS June 12, 1988 (371,102)

Airport site in tornado-prone area

Meteorologist's report not likely to change site

By JAMES G. WRIGHT
Rocky Mountain News Staff Writer

Denver's new airport will be built in an area prone to thunderstorms, tornadoes and deadly windshear that can knock planes out of the air, according to a meteorologist's report released yesterday.

port planners acknowledged that er at the site is more turbulent than at Stapleton but said the differences are minor and present no safety problems.

The weather study was prepared under a city contract by meteorologist William P. Mahoney, of the University Corporation for Atmospheric Research in Boulder.

"Focused studies suggest that the new airport site may have more thunderstorm, tornado and high-wind events than Stapleton," Mahoney said.

In the report, Mahoney determined that the 52-square-mile proposed airport site 12 miles northeast of Stapleton International is in the center of a weather phenomenon called the Denver Convergence Zone.

The zone, which normally lies east of Stapleton, runs parallel to the Front Range where dry winds from the southwest collide with cooler, moist mountain air.

At the point of convergence, the winds often create tornadoes, thunderstorms and microbursts of intense, downward blasts of air known as windshears that are strong enough to knock large planes to the ground.

Windshear conditions have been blamed for several major air disasters in recent years, including the 1985 crash of a Delta Airlines Jumbo Jet at Dallas-Fort Worth International Airport that killed 133 people.

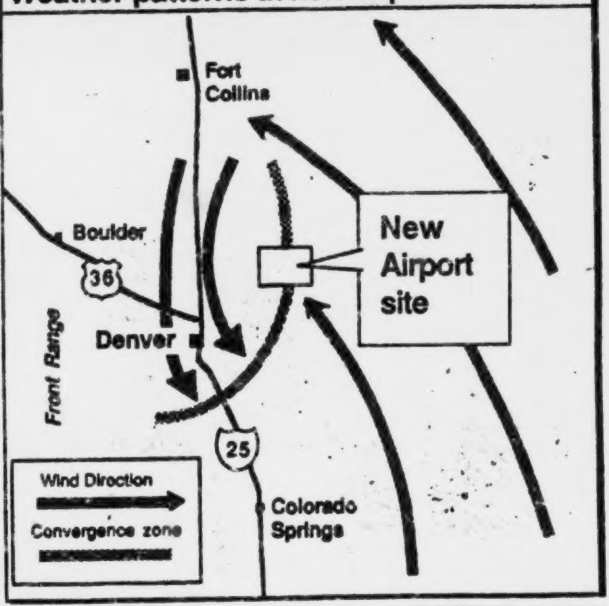
Like the proposed airport site, Stapleton is hewalk for pilots. The study shows that rse weather conditions affect Stapleton operations at least 140 days of the year. Wind gusts are the most common problem.

Stapleton is affected by thunderstorms on 41 days of the year, and windshear is detected about 25 days of the year, Mahoney found.

The report's findings will be used in designing the proposed $1.6 billion airport. Wind direction data, for example, will help determine the exact alignment of runways.

The proposed site still must win Federal Aviation Administration approval, but Mahoney's findings are not likely to help Adams County residents who want the facility moved farther east.

Weather patterns at new airport



MARK MATTERN/Rocky Mountain News

Table 8

PEAK PERIOD GROUND TRAVEL TIME AND SPEED BETWEEN CENTRAL BUSINESS DISTRICT AND LARGE HUB AIRPORTS
Metro Airport Study
1949, 1968, 1972, and 1978

Airport	Travel time in minutes 1949	1968	1972	1978	Speed in miles per hour 1978	Miles from city center
William B. Hartsfield Atlanta International	30.0	24.5	22.2	23.7	20.3	8
Boston Logan International	35.0	25.0	28.5	19.0	9.5	3
Chicago O'Hare International	n.a.	45.0	34.0	56.0	17.1	18
Cleveland Hopkins International	40.0	25.0	24.7	27.4	30.5	10
Dallas to Dallas-Fort Worth	n.a.	n.a.	n.a.	27.4	37.2	21
Denver Stapleton International	25.0	17.2	14.4	14.1	27.7	7
Detroit Metropolitan	n.a.	47.0	32.0	36.5	32.9	19
Fort Worth to Dallas-Fort Worth	n.a.	n.a.	n.a.	23.4	43.6	24
Greater Cincinnati	40.0	22.8	17.7	21.3	36.6	13
Houston Intercontinental	n.a.	24.0	34.6	39.2	30.6	22
Kansas City International	n.a.	25.0	40.0	31.0	34.8	18
Las Vegas International	n.a.	20.0	n.a.	n.a.	n.a.	7
Los Angeles International	45.0	40.0	40.0	47.0	21.7	15
Miami International	35.0	24.0	11.0	11.8	30.5	7
Minneapolis-St. Paul International	n.a.	21.0	17.8	25.1	23.9	13
New Orleans International	20.0	30.0	32.9	30.1	27.9	14
New York Kennedy International	41.0	50.0	50.0	40.0	22.5	15
New York LaGuardia	34.0	31.5	32.0	32.0	15.0	8
Newark International	48.0	23.7	23.0	32.0	18.8	16
Philadelphia International	23.0	24.0	21.5	19.7	21.3	8
Greater Pittsburgh International	n.a.	n.a.	28.0	28.1	36.3	17
San Francisco International	30.0	35.0	28.2	27.5	39.3	14
Seattle-Tacoma International	35.0	22.0	17.4	16.6	47.0	13
Lambert-St. Louis International	30.0	25.5	26.0	26.0	34.6	13
Washington Dulles International	n.a.	a	38.5	49.0	31.8	26
Washington National	30.0	17.0	17.8	17.4	10.3	[illegible]

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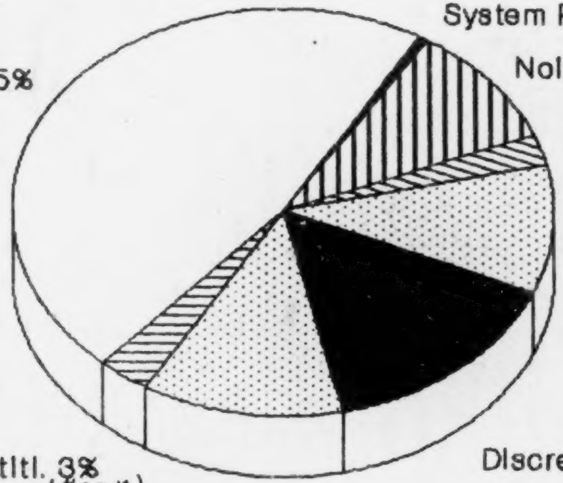
n.a. = not available.
a. 1968 survey showed 52 minutes, which seems high.

Source: Times:
Federal Highway Administration, Office of Highway Planning, Urban Planning Division, for 1968, 1972, and 1978. 1949 data from "City to Airport Highways," U.S. Department of Commerce, Civil Aeronautics Administration, April 1953.

Speeds:
Peat, Marwick, Mitchell & Co., using distance data from the Official Airline Guide.

FAA Airports Grant-in-Aid Program
Distribution of Annual Appropriation



Authorization/Appropriation:

Year	Auth.	Approp.
1988	$1.7 B	$1.2687 B
1989	1.7 B	1.4 B
1990	1.7 B	⇧
1991	1.9 B	see Distn.
1992	1.9 B	

$10.5 M entitlement to Alaska not shown.

Discretionary is distributed:

75% to capacity/safety/security/noise projects at primary and reliever airports, and remaining ($157.5 M)

25% to other discretionary uses. ($52.5M)

Mr. **Lehman**. Well, we end these hearings on kind of a downbeat tone, don't we?

Mr. **Young**. Well, if we can save $3 billion——

Mr. **Lehman**. The letter of intent is for how many—if they get what they want? How many million?

Mr. **Young**. Well, I think the FAA is committing about $530 million.

Mr. **Lehman**. But they requested a letter of intent for how many? About $350?

Mr. **Young**. Well, they got $90 million this year; they got $60 million last year; and I think the letter of intent for this year through 1999 is about another $350 million. So it comes to about $530 million.

Mr. **Lehman**. Yes, it's $351. Would you advise us, if it went to $351, that we should have them sign off for coming back for any more so at least we have some limitation? Like you said, so we don't have to do a bailout?

Mr. **Young**. My recommendations would be these: Right now, you're saying 30 percent of the total cost. It's now gone up to $3.2 billion, so in a sense your obligation now could be $700 million. I think you've got to limit costs significantly, and they can't build it.

Secondly, the vote we had in Denver that was finally put on the ballot—and by the way, we didn't control the ballot title, it was an advisory vote and the ballot was are you for God, Mother, apple pie and jobs and turn the economy around a million—we were outspent about $1 million to $35,000. We still ended up getting 42,000 votes. Interestingly enough, more people didn't vote than voted. If the people of Denver thought for one minute that the Federal Government was not going to pay for this, if they thought that they had any risk whatsoever that they were going to have to pay for it, they'd say to heck with this, let's make Stapleton work.

Mr. **Lehman**. Mr. Coughlin.

Mr. **Coughlin**. You do pose a perplexing situation. There's not one public official that I know of in Denver that is opposed to this, is there?

Mr. **Young**. Joel Hefley, who is one of the Congressional delegation, backed off and did not take a stand. Senator Armstrong had reservations, had some real questions, ultimately ended up supporting it. The rest of the Congressional delegation is for it. The mayor is for it. The governor is for it. In the city council, there's probably three openly opposed, there are probably another two or three that are quietly opposed, but it certainly has the majority there.

Mr. **Coughlin**. And the FAA is for it.

Mr. **Young**. And that's one of the problems. I think it's very hard for the FAA to be objective and watch the parade when it's out in front leading it and that's unfortunately the position they've got themselves in.

Mr. **Coughlin**. Well, we sure appreciate your taking your time to fly out all the way here.

Mr. **Young**. I appreciate the opportunity.

Mr. **Coughlin**. Sort of like the Lone Ranger here.

Mr. **Young**. I felt that way at times, but I look at the future, and—look what's got to happen. These are the net revenues at Stapleton. They project it going up to $75 million a year. In fact, they haven't gone up. They're still staying at $50 million, maybe going up to $60 million. By the way, in 1988 to reach that, we had to take $13 million out of the capital fund to reach that. The city's own projections show that when the new airport opens the net revenues to pay for the bonds have got to go up to $259 million. And they say it will not be because of additional traffic. There's no way we can pay for it. There's no way. And that's why the bonding companies are coming in with this low rating. And that's why sure as death and taxes Denver is going to be back here in two years saying to the Federal Government, you got us into this thing, now you've got to get us out—we need another billion dollars.

That's what's going to happen. That's what bothers me. And privately, you can get the bond counsel to say this to me, you can get the banks to say this privately. You can get the other elected officials to say this privately, but the bonding firms are hurting for work and they want the money and it's going to be over a period of time. And the bank's ending up with all the land out there that got foreclosed on by the developers that put in over $1 million into getting the people of Denver to vote for this thing.

That's where the money's coming from. It came from the land developers and speculators. Look at Silverado. Look at MDC Holdings. These are coming up for investigation. They were putting money into this. Silverado and MDC we finally got them to reveal the other side, because they hid it through a corporation, we finally got through a court order for them to reveal their sources of financing. And Silverado, that is now under resolution trust, and MDC, which is under investigation by Henry Gonzalez's committee, put in over $500,000 to try to get this airport deal done. Because they bought up a lot of the land.

Mr. LEHMAN. Do you have a small copy of that chart?

Mr. YOUNG. I can sure get you one awful quick.

Mr. LEHMAN. All right. For the record.

Mr. YOUNG. This is out of the Peat Marwick 1988 study. And frankly, it's worse now because the deal that Denver cut with Continental—Frank Lorenzo should be ashamed of himself for getting such a sweetheart deal, because Denver has now agreed to give 50 percent of the concession revenue back to the airlines, we're loaning Continental $100 million that they can't get on their own. Continental, by the way, is cutting back their activities in Denver by 33 percent. They're going to move their maintenance facility which has 3000 jobs outside of Denver. And they're forcing the airport to be reconfigured to their benefit so it's going to be much less efficient. You're not going to be able to drive the planes through like you do at Atlanta. They've got a walkway so they can walk to their gates from the main terminal, and you no longer can drive the planes through. And lastly, they've got a 90-day option escape clause, even though it's for 20 years, when their implaned passenger cost reaches $20 per year in 1990, and Continental controls that, you see, it's not implaned passengers at the airport, it's implaned Continental passengers, all they've got to do is cut down on some of their passengers, they reach $20 and they say sorry, folks, we're leaving.

Mr. COUGHLIN. Thank you very much for your testimony and your time.

Mr. **Young**. Thank you for your time.

Mr. **Lehman**. All right. Update that chart if you put it in there.

Mr. **Young**. Yes, sir.

Mr. **Lehman**. Thank you very much. The Subcommittee is adjourned for the duration.

[The following are statements submitted for the record:]

STATEMENT OF HON. JAMES L. OBERSTAR

before the

SUBCOMMITTEE ON TRANSPORTATION

COMMITTEE ON APPROPRIATIONS

April 24, 1990

Mr. Chairman, and Members of this distinguished Subcommittee, I am pleased to appear before you to discuss several items of interest to my State of Minnesota, and to the Nation.

MID-AMERICA AVIATION RESOURCE CONSORTIUM PROJECT (MARC)

I am deeply grateful to this Committee for providing the $3.4 million which my distinguished colleague from Minneaota (Mr. Sabo) and I requested for the Mid-America Aviation Resource Consortium (MARC), the FAA/Minnesota Partnership, in last year's appropriation.

These funds enabled MARC to begin its Air Traffic Control training program, a demonstrtion project designed to reduce the failure and dropout rates of the Federal Aviation Administration's Air Traffic Control Academy in Oklahoma City. The $3.4 million is being used to retrofit an existing facility at Flying Cloud Airport in Eden Prairie for an ATC training center. Minnesota's post-secondary education systems are working with the Minnesota Department of Transportation and the Federal Aviation Administration to design and implement an appropriate curriculum.

The Mid-America Aviation Resource Consortium needs an additional $5.7 million federal appropriation in Fiscal Year 1991 to proceed to the second phase of the project. The $5.7 million will be used to: 1) increase the size of the staff to accommodate projected increases in enrollment; 2) improve the curriculum to accommodate changing FAA needs; 3) procure additional equipment to keep pace with rapidly changing technologies; and 4) evaluate the success of graduates and the program itself.

Mr. Chairman, the curriculum being taught in Minnesota and MARC will help expand the Oklahoma City program to deliver graduates to the FAA capable of going directly to an ARTCC or Terminal facility for FAA on-the-job training. This program is not intended to replace the FAA's Academy ATC training, but rather to supplement it and to demonstrate the viability of a different concept in ATC training -- training accomplished in an educational institution setting.

Candidates will be required to meet the same entrance requirements now used by the FAA. FAA field staff will be involved in screening applicants and in monitoring curriculum development and evolution to assure a graduate the FAA can employ. Improved recruitment will also help yield highly qualified candidates, especially minorities and women.

This proposal has the support of the FAA and is consistent with the FAA's recently-released report on training initiatives, the "Flight Plan for Training." The MARC ATC training proposal will operate in cooperation with established educational institutions, employing professional training skills, curriculum development and organization. It will demonstrate the concept of pre-hire screening and training of ATC candidates and evaluate the benefit of that concept to the FAA. The program has the endorsement and support of all the education systems in Minnesota.

MARC has thus made a significant start, with an ambitious goal for the coming year. I urge you to provide MARC with the resources it needs to continue this important contribution to one of the most crucial safety elements of the nation's airways, its Air Traffic Control System, and the controllers who operate it.

NATIONAL DRIVER REGISTER

Mr. Chairman, the National Highway Transportation Safety Board has requested $5.141 million for Fiscal Year 1991 for the National Driver Register. I fully support this request, and urge the Committee to provide the full amount.

Currently, 14 states have direct on-line connection to the NDR, and are thus able to complete their inquiries instantaneously. These states are Delaware, North Dakota, Ohio, Virginia, Washington, Iowa, New York, Wisconsin, California, Oregon, Utah, Maryland, Illinois and Georgia.

The 1991 request will permit an additional 20 to 25 states to come on line, and fulfill the requirement that all states have a Commercial Driver License Program in place by April, 1992.

However, as you know, the NDR will keep more than our highways safe from drunk and drugged drivers.

The Federal Aviation Administration is close to issuing its Final Rule that will incorporate the use of the NDR for pilot medical certification.

In addition, the Federal Railroad Adminstration has begun its own link-up process, with the publication of its Notice of Proposed Rulemaking, which will ultimately use the NDR to screen rail operators.

Fiscal Year 1991 is thus a critical year for the NDR, during which it will put its full request to good use.

I therefore, again, urge you to give NHTSA's request your full attention, and full funding.

I thank you for the opportunity to appear before you to present these requests.

TESTIMONY BY
SENATOR ALAN CRANSTON
BEFORE THE
APPRORIATIONS SUBCOMMITTEE ON TRANSPORTATION

April 24, 1990

Mr. Chairman,

I want to thank you and your distinguished colleagues for inviting some key Californians to testify before you today. In particular, I want to express my full support for the representatives of Los Angeles, San Diego, and the San Francisco Bay Area.

As chairman of the Senate Subcommittee on Housing, which is the authorizing committee on mass transit legislation, I have a particular interest in ensuring that effective transportation systems receive the federal funding that is needed.

The competition for limited resources will become more intense. It's important that we allocate our assistance in the most distressed areas.

The country increasingly needs mass transit to solve regional pollution and congestion problems. It would make sense to make funding allocations -- in part, at least -- based on the severity of these problems within each metropolitan region.

CONGESTION

Congested roads inflict more than inconvenience. A report earlier this year states that growing traffic congestion costs nearly $17 billion statewide for California drivers. This number is expected to triple in only 10 years. Nearly 6,000 miles of California's main roads are already operating at or near capacity during peak traffic hours, according to the same study.

California's congestion is caused by conditions in California but it affects the entire country. When workers can't get to jobs and when goods can't get to markets, everyone is harmed.

AIR POLLUTION

California has the unfortunate distinction of having the most severe air quality problem in the country. Particularly troublesome is the ground-level ozone pollution of smog. California experiences 75% of the nation's population exposure to smog levels above the national standards. Los Angeles, San Diego, and San Francisco -- among other regions in the state -- are all ozone nonattainment areas.

The California Air Resources Board estimates that smog is creating crop losses of over $300 million a year in California. Like the economic effects of congestion, this hurts not only California but also other parts of the country that rely on produce grown in our state.

One report after another has established that automobiles generate the largest single share of smog forming pollutants in urban areas. Effective mass transit systems are among the most effective ways to alleviate this problem.

Local metropolitan areas urgently need the full cooperation of Congress and the Administration.

LOS ANGELES

Nowhere is this more obvious than in the Los Angeles area, which faces the worst air quality problem in the nation. Air pollution costs the residents in the area as much as $13 billion a year in health expenses and damage to property and crops. Since more than 50% of the smog in Southern California is directly attributable to mobile sources, it is clear that the area will not be able to meet federally-mandated air quality standards unless it completes an effective mass transit system.

The Los Angeles County Transportation Commission (LACTC) has already made a herculean effort at beginning the major task of building the first rail system in over 30 years in Los Angeles County. A rail system connecting Long Beach to Los Angeles is scheduled to open in July of this year. This was completely locally funded.

The county, however, has worked closely with Congress and the Administration in constructing a second major line. This line is now 60% complete, and the county recently signed a full funding contract with the Department of Transportation for the next 7 miles of the system.

The LACTC is now requesting an appropriation of $185 million for FY 91 to keep this successful project on track. This figure reflects only a fraction of the actual cost, with the balance being contributed with state and local funds. I strongly urge your committee to earmark the funds requested.

SAN DIEGO

The San Diego Metropolitan Transit Development Board (MTDB) has begun to work to develop 5 new segments of its successful Light Rail Transit system. Although the MTDB will build the first four of these segments entirely with local funds, the remaining segment will require federal assistance. Total cost for the five segments is projected at $1 billion over seven years. The final match for all five segments will be 70% local and 30% federal.

Local commitment to this system, its tremendous success to date, and the urgent need is clear. San Diego's request must be timely. The MTDB expects work to begin in September or October, 1991, which is right at the change of fiscal years. If no funds are appropriated for fiscal year 1991 MTDB must wait for a another year to begin work with Section 3 funding. San Diego will likely receive funds appropriated for fiscal year 1992 so late in the year that work will be delayed considerably. The amount required for both fiscal year 1991 and 1992 is estimated to be about $9 million. Therefore, a $1 million appropriation for fiscal year 1991 would allow work to begin as soon as possible despite the fiscal year they we are in at the time.

The San Diego mass transit rail system is a proven success. It has already completed one major portion of the system with the help of a modest appropriation by your committee. This line was completed on time and under budget, and is currently operating at ridership rates exceeding projections. It would be shameful and unnecessary for the federal government to delay the continued efforts of the MTDB simply because of the timing of the appropriation and funding process.

SAN FRANCISCO BAY AREA

Finally, the Metropolitan Transportation Commission, representing the nine counties in the San Francisco Bay Area, has submitted a request that will help keep that region's successful mass transit system meeting the increasing demand.

The entire area's public transportation network has proven a great success on a daily basis with ridership continuing to exceed expectations. And it was particularly valuable in the weeks following the devastating Loma Prieta earthquake when the destruction of major roads and bridges crippled the area's economy and public services. Ridership on the Bay Area Rapid Transit (BART) system, in particular, increased by over 125,000 per day.

Three-quarters of the transit system has been supported with local funds alone. Federal funding last year, however, was at its lowest point in ten years. Local budgets -- already strained to meet the increasing demands of housing, crime prevention, and education -- are being forced to take on ever increasing debt or raise taxes to satisfy burgeoning transportation needs. Its imperative that the federal government take a greater role in those regions that have taken the initiative.

Last year, Congress appropriated $28.5 million for the BART (Bay Area Rapid Transit) station in Colma and the extension of another line in Santa Clara county. The Bay Area is now seeking $60 million to keep these projects on schedule. In addition, the region needs $35.4 million in federal discretionary rail modernization funds for the San Francisco Municipal Metro Embarcadero Turnback.

I fully support these requests. I would hope that your committee will give them the greatest consideration.

DAN COATS
INDIANA

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(202) 224-5623

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COMMITTEES:
ARMED SERVICES
LABOR AND HUMAN
RESOURCES

STATEMENT OF SENATOR DAN COATS
BEFORE THE HOUSE APPROPRIATIONS COMMITTEE
SUBCOMMITTEE ON TRANSPORTATION
APRIL 24, 1990

BAER FIELD AIRPORT, FORT WAYNE, INDIANA

MR. CHAIRMAN. I APPRECIATE THE OPPORTUNITY TO SHARE MY STRONG SUPPORT OF THE FORT WAYNE COMMUNITY'S REQUEST FOR ASSISTANCE TO MAINTAIN A VIABLE AND GROWING AIRPORT FACILITY. THE BAER FIELD AIRPORT IS HARD PRESSED TO MEET CURRENT DEMANDS AND WILL NOT ACCOMMODATE FUTURE GROWTH. DESPITE PRESSING NEEDS AT HOME, HOOSIERS CONTINUE TO CONTRIBUTE MANY MORE TAX DOLLARS TO OUR NATION'S TRANSPORTATION TRUST FUNDS THAN WE REALIZE IN RETURN.

MODERN TRANSPORTATION FACILITIES ARE CRUCIAL TO THE SUSTAINED ECONOMIC DEVELOPMENT AND GROWTH OF NORTHEAST INDIANA. WHILE INDIANA'S SECOND LARGEST CITY BOASTS A FACILITY WITH THE LONGEST RUNWAY IN THE MIDWEST, CRITICAL REPAIR WORK IS ESSENTIAL TO KEEP THE AIRPORT VIABLE.

SUBSTANDARD CONDITIONS ARE A HAZARD TO THE PASSENGERS AND EQUIPMENT USING THE FACILITY. THE FEDERAL AVIATION ADMINISTRATION HAS CLOSED TAXIWAYS AS THE THREAT OF CRUMBLING PAVEMENT SUCKED INTO JET ENGINES ENDANGERED THE FLYING PUBLIC. THE DECAYING INFRASTRUCTURE CAUSES COSTLY DELAYS AS WELL AS POSING SERIOUS SAFETY CONSIDERATIONS.

FORT WAYNE HAS MADE SIGNIFICANT STRIDES OVER THE PAST YEAR TO ADDRESS THE REHABILITATION REQUIREMENTS AT THE AIRPORT. WITH FEDERAL, STATE AND LOCAL HELP, THE CITY HAS INITIATED SEVERAL MAJOR CONSTRUCTION PROJECTS, INCLUDING RECONSTRUCTION OF ITS PRIMARY RUNWAY, TAXIWAY REHABILITATION AND EXTENSIONS. OVER THE PAST YEAR, WE HAVE UNDERTAKEN OVER THIRTEEN MILLION DOLLARS OF CRITICAL REPAIR WORK.

YET, WE WILL FAIL TO ADEQUATELY MEET TRANSPORTATION CAPACITY DEMANDS OF THE DECADES AHEAD, IF WE DO NOT PROPERLY SECURE OUR AIR FACILITIES NOW IN PLACE. LOCATED AT AMERICA'S CROSSROADS, FORT WAYNE IS WELL SITUATED TO GROW AS A FREIGHT AND PASSENGER HUB. GIVEN THE CURRENT AIR CAPACITY CRISIS FACING NORTHWEST INDIANA AND THE GREATER CHICAGO REGION, FORT WAYNE'S UTILITY AS A FOCAL POINT OF COMMERCIAL SERVICES WILL CONTINUE TO GROW.

I COMMEND THIS COMMITTEE FOR CONSIDERING THE TRANSPORTATION NEEDS OF OUR COMMUNITIES AND URGE YOU TO GIVE PRIORITY CONSIDERATION TO THE BAER FIELD AIRPORT IN MAKING FUNDING DECISIONS. I WILL CONTINUE TO WORK WITH YOU, MY COLLEAGUES IN THE SENATE, AND THE ADMINISTRATION TO SECURE THE NECESSARY RESOURCES TO ENSURE THAT THE FORT WAYNE COMMUNITY IS WELL PREPARED TO MEET THE DEMANDS OF THE NEXT CENTURY.

Statement of

San Diego Metropolitan Transit Development Board

for the Record of the
FY 91 Transporation Appropriations Hearings

Subcommittee on Transportation and Related Agencies
Committee on Appropriations
U.S. House of Representatives

April 24, 25, and 26, 1990

Since 1980 the San Diego Metropolitan Transit Development Board (MTDB) has built over 30 miles of light rail transit (LRT) facilities (three separate projects opened in 1981, 1986, and 1989). MTDB's practical approach to the planning, design, construction and operation of light rail resulted in each of these projects being completed ahead of schedule and under budget, plus operated successfully -- with ridership continuously growing and a farebox recovery rate exceeding 90%.

The most recent example of this was the positive completion of the El Cajon LRT Project, which was developed with the help of a $20 million federal Urban Mass Transportation Act Section 3 grant. The El Cajon Line project was completed on time and UNDER BUDGET (a federal underrun of over $1.0 million was realized), and is presently operating at ridership levels exceeding first year projections.

MTDB's light rail implementation and expansion program has garnered widespread public support with the citizenry, public officials and the business community firmly in support of the LRT program. Testament to this support is the passage of a 1/2 cent local transportation sales tax measure in 1987, one-third of which goes toward rail transit projects. Work is underway to develop five new segments of the LRT system, and four of these (Bayside, Santee, Old Town, and Mission Valley) are planned to be built entirely with non-federal fund assistance. The remaining North Line segment, Mid-Coast, will require Federal Section 3 funding assistance. To date, the San Diego region has requested a relatively small amount of Section 3 "new start" funds as compared to other major cities due to the substantial local funding commitment.

The projected cost to construct the five new LRT segments is approximately $1.0 billion (in escalated dollars). MTDB is proposing a 30 percent ($300 million) federal contribution toward the construction of this expanded system, with the remaining 70 percent ($700 million) coming from local sources. The federal funds would be applied to the Mid-Coast segment only. In return, MTDB would not seek any federal funds for the Bayside, Old Town, Santee or Mission Valley segments. MTDB's local match of 70 percent is well in excess of the statutory local match of 25 percent.

MTDB has this ambitious LRT system expansion program underway in order to provide a more balanced transportation solution to the San Diego region's increasingly critical transportation problems. These problems are a manifestation of San Diego's rapid population and economic growth. Between 1960 and 1985, the region's population more than doubled. In 1985, the San Diego area was home to 2.1 million people. By 2010, it's forecasted that the population will have increased to 3.2 million. This is equivalent to adding another city the size of San Diego to the region. During the same period, the region's labor force will increase from 900,000 employees to nearly 1.5 million. Much of this population and economic growth will occur in the coastal corridor, which the Mid-Coast LRT segment will serve.

In late 1989, the Urban Mass Transportation Administration gave its approval to the Mid-Coast Corridor Alternatives Analysis/Draft Environmental Impact Statement (AA/DEIS) Study. The Study will be completed near the end of FY 91, then transition into Preliminary Engineering (PE). It is expected that the PE work will begin in September or October of 1991, at about the change of fiscal years.

In order to maintain this schedule, it will be necessary to have funding for PE in place at the completion of the AA/DEIS work. A modest appropriation of $1.0 million for FY 91 will safeguard against the project being delayed a year or more. Such a delay will add to the project cost (due to escalation) and could result in lost opportunity in the form of private sector contributions (right-of-way or construction dollars).

Statement of

Richard J. Brasher

Deputy Manager for Transportation

Before:

The House Appropriations

Subcommittee on Transportation

April 24, 1990

Introduction

Mr. Chairman and members of the Subcommittee: I am Richard Brasher, Deputy Manager for Transportation, City and County of Denver.

First, I would like to thank you, Chairman Lehman and members of the subcommittee, for providing me the opportunity to testify before the subcommittee on behalf of the people of Denver and Colorado, and to relay our appreciation for the continued federal support we have received in the past for highway projects such as the Speer Viaduct replacement and the Colfax-Larimer Viaduct replacement. I am pleased to report that both of these projects are currently completed or nearing completion and have proceeded as planned.

I would like to take this opportunity to express Denver's and Colorado's strong commitment to the 23rd Street Viaduct replacement project. Due to the deteriorated condition of the existing bridge and the important function that it serves, this project is at the top of the City and County of Denver's list of priority projects. The 23rd Street Viaduct serves as a primary access link from I-25 into the central business district for general traffic originating from the northern half of the metropolitan area utilizing the north I-25 corridor. This viaduct was constructed in 1890 and has reached a serious level of structural and functional deficiency during its 100 year life.

The City will construct the 23rd Street Viaduct replacement, with support from the State and other local governmental entities. We will replace the existing 100-year old, 2-lane structure with a new 6-lane structure and upgrade the 23rd Street connection into Downtown.

Overall Plan

This project is an integral part of our overall plan to continue to provide effective access to Downtown. The plan includes replacement of a number of deteriorating structures, including the Colfax-Larimer and Speer Viaducts for which federal funding assistance was provided.

The City has been able to commit funding for the replacement of the deficient 15th Street and 16th Street Viaducts, as well as funding environmental assessment and preliminary engineering and providing matching funds for the 23rd Street Viaduct replacement. Funding for right-of-way acquisition and construction of 23rd Street would allow for completion of Denver's overall Downtown access and bridge replacement plan.

Community Support

The project has unanimous local governmental support, as evidenced by letters included in your information packet from the Colorado Department of Highways, City and County Denver, the Regional Transportation District, and the Denver Regional Council of Governments.

The Denver community's support for this project is overwhelming. This support has been expressed through citizen involvement in a series of planning studies, including the development of our Downtown Area Plan, Comprehensive Plan, and ongoing environmental assessment of the Viaduct project itself. Through each of these studies we have heard the same messages loud and clear:

1. The existing structure is aging rapidly and needs immediate replacement;

2. The capacity of the existing viaduct is inadequate to handle existing traffic, and the traffic demands on it will increase sharply;

3. The impact on traffic and access would be devastating if structural conditions necessitate closing the existing viaduct before a replacement is in place.

Need for the Project

Let me take a moment to expand on both of these points, which speak to the urgent need for the project.

1. Regarding the **Aging and Deterioration of the Existing Structure:** the existing half-mile long viaduct structure is 100 years old. Our engineers, after a thorough structural examination, have given the bridge a sufficiency rating of 5 on a scale from 1 to 100, where 1 is the poorest rating possible. As a result of its poor condition we have needed to take three major actions to ensure public safety:

. prohibit all vehicles weighing more than 7 tons from using the viaduct, creating a need for fire/emergency vehicles to use more circuitous routes and eliminates the possibility of RTD buses using the Viaduct;

. we conduct weekly structural inspections to detect potential structural failures;

. we have periodically needed to close the viaduct in order to perform emergency, spot repairs; without reconstruction the frequency of these emergency closures will increase.

2. The **Traffic Carrying Capacity** of the existing 2-lane viaduct is currently inadequate to accommodate the traffic demand (more than 20 thousand vehicles per day) to get from north I-25 into downtown. Long driver delays with stop-and-go conditions are regularly experienced during peak periods, translating into increased vehicle emissions which impacts our air quality. Moreover, a nearly three-fold increase in traffic demand is projected by the Denver Regional Council of Governments in the next twenty years.

3. If **structural deterioration necessitates closure** of the viaduct before a replacement can be constructed the impacts will be severe:

- Alternative access routes will experience extreme congestion;
- Denver's Downtown will be impacted economically; and
- Traffic operations on I-25 will be degraded, negating many of the benefits from interstate projects currently under construction.

Process/Cost

The Environmental Assessment for the project is currently nearing completion. Our preliminary plans for reconstruction include exciting opportunities to provide a safe, efficient, and environmentally sensitive gateway into Downtown. The entire project is estimated to cost $53.3 million, including:

- $0.8 million for environmental assessment,
- $2.5 million for preliminary engineering,
- $12.5 million for right-of-way acquisition,
- $37.5 million for construction.

The City and County of Denver is currently funding the $0.8 million Environmental Assessment, has committed the $2.5 million needed for preliminary engineering, and is also committed to providing a 20% match for right-of-way and construction funding of the project.

Funding Request

The City and County of Denver and the State of Colorado are currently requesting $10 million for fiscal year 1991 from Bridge Replacement Discretionary Funding. These funds would be used for right-of-way acquisition. We anticipate requesting approximately $30 million in fiscal year 1992 to fund construction.

Conclusion

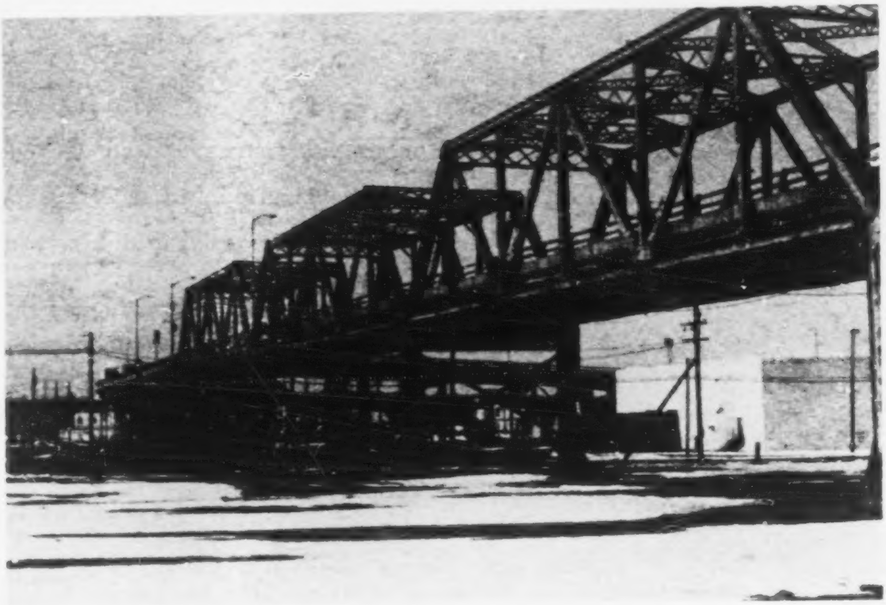
I am confident that the investment in this project will pay large dividends from the standpoints of safety, improved access to downtown, and improved traffic flow on Interstate-25.

Thank you for this opportunity to present the City and County of Denver and State of Colorado's funding request for the 23rd Street Viaduct replacement. I look forward to continuing the close cooperative effort of the city, state and Federal Highway Administration to implement a project that will serve the traveling public well for the next several decades.

1512

23RD STREET VIADUCT REPLACEMENT

DENVER'S FY 1991 BRIDGE REPLACEMENT
DISCRETIONARY FUNDING REQUEST



Presented By:
THE COLORADO DEPARTMENT OF HIGHWAYS
for
THE CITY AND COUNTY OF DENVER
APRIL, 1990

PROJECT NEED

This document is to support the Colorado Department of Highways and the City and County of Denver's formal request for Highway Bridge Replacement and Rehabilitation Discretionary Funding. The information which follows provides an overview of the existing conditions, depicts the need for facility replacement, and details the proposed schedule for project design, right-of-way acquisition and construction.

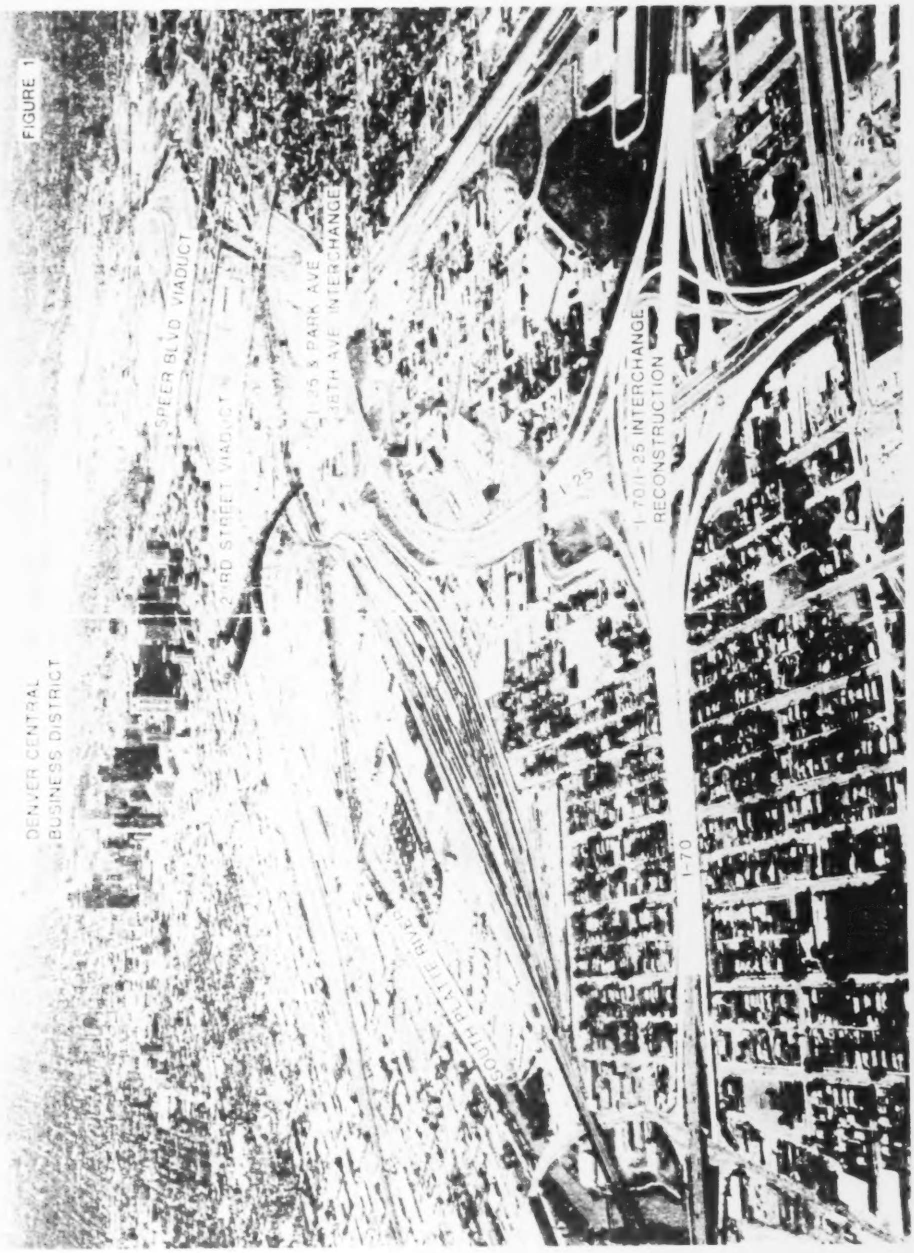
The 23rd Street Viaduct, a designated Federal Aid Urban System facility, serves as a primary access link into the Denver Central Business District (CBD) for general traffic originating from the northern half of the metropolitan area utilizing the North I-25 corridor (see Figure 1). This facility was constructed in 1890 and has reached a serious level of structural and functional deficiency during its 100-year life.

A recent structural analysis of the two-lane, 2,681-foot concrete deck and steel-supporting structure resulted in a sufficiency rating of 5.0. For reference, 0=worst and 100=best; a rating below 50.0 qualifies a structure for replacement or reconstruction. The City has been forced over the years to institute vehicle load restrictions due to the viaduct's structural condition. Busses and trucks are restricted from the viaduct. This necessitates that emergency vehicles, including fire and rescue equipment travel more circuitous routes to reach required destinations. Additionally, deck failures have occurred with regularity in recent years causing emergency viaduct closures and spot repairs. The City conducts weekly structure surveillance to detect potential failures. Emergency repairs and closures will likely be required with increased frequency until a replacement viaduct is completed.

The 23rd Street Viaduct is one of two viaducts which will provide major access into Downtown from I-25. Speer Boulevard Viaduct, situated south of 23rd Street viaduct, is currently being replaced. This facility will serve general traffic originating from southern portions of metro Denver. This replacement viaduct project benefitted from the Federal Bridge Replacement Discretionary Funding Program.

Replacement of the narrow, structurally and functionally deficient 23rd Street Viaduct is very important to the City of Denver as well as the Regional Transportation Plan. Loss of this critical facility would substantially degrade traffic operations on I-25 mainline travel lanes as well as lead to serious congestion on adjacent roadways. Additionally, significant negative economic impacts to Denver's CBD are expected if the City is required to close the viaduct due to a structural failure prior to constructing a replacement facility.

FIGURE 1


DENVER CENTRAL
BUSINESS DISTRICT
SPEER BLVD VIADUCT
23RD STREET VIADUCT
I-25 & PARK AVE
38TH AVE INTERCHANGE
SOUTH PLATTE RIVER
I-25
I-70/I-25 INTERCHANGE
RECONSTRUCTION
I-70

HIGHWAY BRIDGE REPLACEMENT CRITERIA

The 23rd Street Viaduct meets all the criteria established in the Highway Bridge Replacement and Rehabilitation Program (HBRRP) for successfully receiving Bridge Replacement Discretionary Funding.

Photos exhibited in Figures 2 through 5 depict typical spans of the 23rd Street Viaduct and examples of bridge damage including broken steel girder plates, bridge deck efflorescence and a gusset plate completely rusted through. Other similar associated damage is prevalent throughout the structure.

Current daily traffic volumes of 21,000-24,000 vehicles far exceed the available viaduct capacity. The future traffic volumes forecast by the Denver Regional Council of Governments represent an approximate threefold increase over the existing travel volume. Current volumes and resulting congestion call for additional travel lanes within this corridor.

The extremely low sufficiency rating (5.0) and increased frequency of repairs, severe load restrictions and high traffic volumes necessitates the immediate replacement of this major transportation link connecting Downtown with the I-25 corridor.

PRESENT ACTIVITIES

The City and County of Denver and the Colorado Department of Highways is completing a comprehensive 23rd Street Viaduct Environmental Assessment. It should be noted that a number of adopted studies and plans support the replacement recommendation. Specifically, the Denver Comprehensive Plan (1989), Downtown Area Plan (1986), Central Platte Valley Plan (1986), I-25/CBD Access Study (1985) and the Denver Regional 2010 Transportation Plan (1988). The project has widespread local government and community support as evidenced by the attached letters from the Colorado Department of Highways, the City and County of Denver, the Denver Regional Council of Governments and the Regional Transportation District.

The overall design of the viaduct will provide adequate capacity to accommodate existing and future traffic volumes; reinforce regional, local and private sector planning efforts; contribute to a high quality urban environment; and be implemented in a timely manner. Additionally, the project connects directly with I-25 at the Park Avenue/38th Avenue interchange.

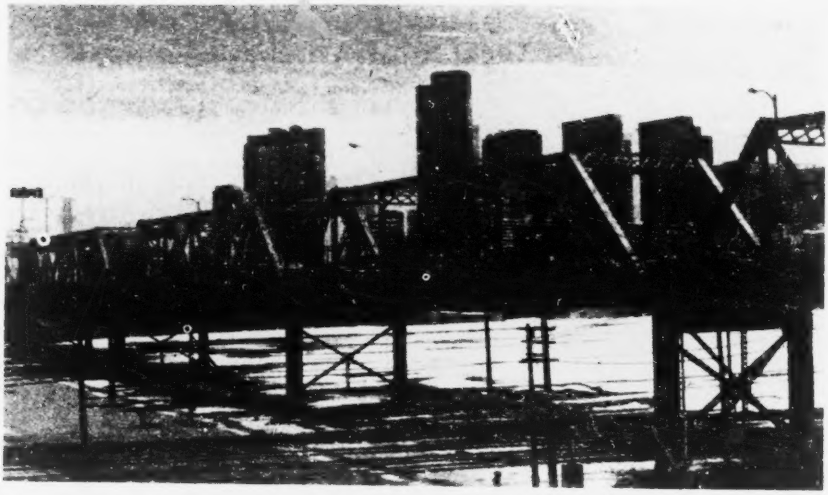


FIGURE 2

Typical 23rd Street Viaduct Spans

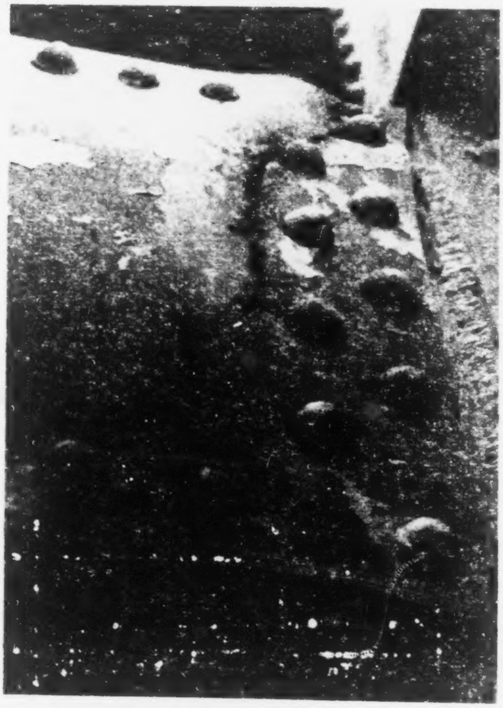


FIGURE 3

Broken Girder Plate - 23rd Street Viaduct

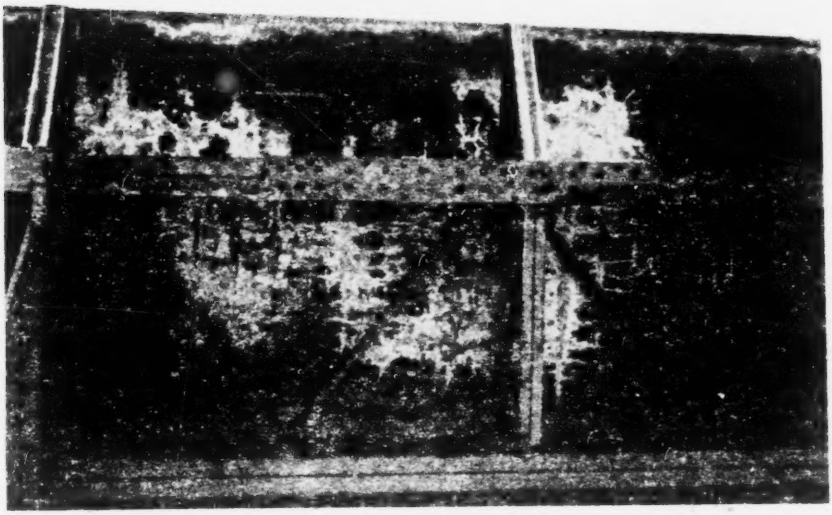


FIGURE 4
Typical Damage - Deck Effloresence

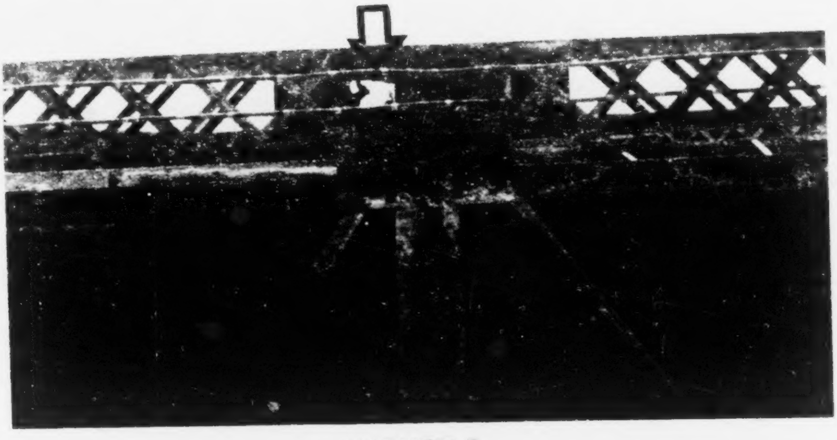
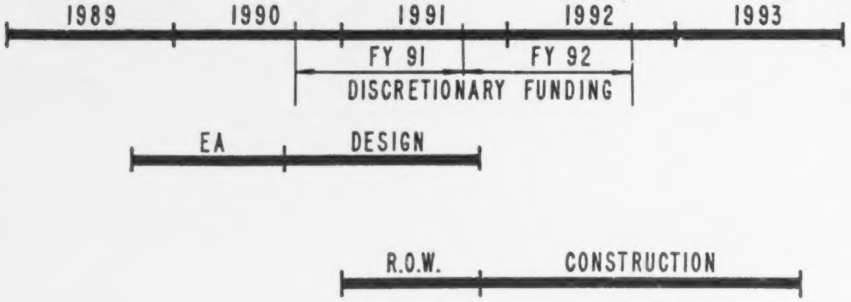


FIGURE 5
Typical Damage - Gusset Plates Rusted Through

Preliminary engineering will be initiated in the near future with final design scheduled to be completed by November of 1991. Right-of-way acquisition is set to begin in January 1991. Project construction, starting in late 1991, is expected to last approximately 20 months. The project schedule is shown in Figure 6.

FIGURE 6

23RD STREET VIADUCT
PROJECT SCHEDULE AND KEY FUNDING MILESTONES



PROJECT COST

Total project cost for the 23rd Street Viaduct replacement is estimated at approximately $53.3 million. Of this amount, $0.8 million has been directed to support the Environmental Assessment. Preliminary engineering and right-of-way acquisition is estimated to involve $2.5 million and $12.5 million, respectively. Actual viaduct construction cost approximates $37.5 million.

FUNDING REQUEST

The City and County of Denver has made a strong commitment to this highest priority project. The City has spent approximately $800,000 to accomplish the Environmental Assessment and $2.5 million is allocated to fund project Preliminary Engineering. The City and County of Denver and the Colorado Department of Highways is requesting your support to secure priority designation of Federal Bridge Replacement Discretionary Funding (HBRRP) in the amount of $40.0 million over the next two fiscal years. The FY 1991 application for $10.0 million will fund right-of-way purchase while the FY 1992 application of $30.0 million will support viaduct construction.

Your endorsement of this funding request is essential to the replacement of Denver's structurally and functionally deficient 23rd Street Viaduct.

STATE OF COLORADO

DEPARTMENT OF HIGHWAYS

4201 East Arkansas Ave.
Denver, Colorado 80222
(303) 757-9011

March 30, 1990

Mr. George Osborne, Division Administrator
Federal Highway Administration
555 Zang Street, Room 250
Lakewood, Colorado 80228

Dear Mr. Osborne:

This will advise you of the intent of the Colorado Department of Highways to support a request by the City and County of Denver for approval of a bridge replacement project. Formal application for this project will be requested in the July 1, 1990, call for HBRRP Discretionary Fund Candidate Projects. The proposed project will involve the replacement of the 23rd Street Viaduct, together with a contiguous ramp, Delgany Street. Each of the structures identified is on the select list, and, therefore, eligible for replacement and/or rehabilitation. The project is within the urbanized area of Denver.

The sufficiency rating for the 23rd Street Viaduct, as determined by the applicable provisions of the National Bridge Inspection Standards (NBIS), is 5.0. The replacement structure will be constructed in the same general traffic corridor and will satisfy current geometric, construction and structural standards required for the types and volume of projected traffic on the viaduct over its design life. The Total Project Cost Estimate for the replacement structure is estimated at approximately 50-million dollars, which includes R.O.W. and Construction, but is exclusive of preliminary engineering costs.

Pursuant to the provisions of 23 U.S.C. 144, the replacement structure is eligible for funding from the discretionary allocation of the Highway Bridge Rehabilitation and Replacement Program (HBRRP) apportionment. Authorization for the program is requested in two fiscal years; 10-million for R.O.W. in FY 1991 followed by 30-million (federal share) for Construction in FY 1992. The project is currently in the preliminary engineering and environmental assessment phase. The costs of the PE work, as well as, the 20-percent match funds will come from the City and County of Denver.

23rd Street Viaduct
March 30, 1990
Page 2

The project is based on a planning process pursuant to 23 U.S.C. 134 and is included in the annual element of the Transportation Improvement Plan for the area. The Department is involved in the development of this project. The viaduct is a major access from the north to the central business district of Denver. It is an important route in the operation of I-25. A restriction on this structure would result in shifting of traffic patterns to other facilities intersecting with I-25 resulting in possible capacity problems.

We consider it to be the highest priority and the only bridge replacement project for which a discretionary fund allocation will be requested during the program period.

Very truly yours,

Dwight M. Bower
Deputy Director of Highways

Federico Peña
MAYOR

City and County of Denver
CITY AND COUNTY BUILDING · DENVER, COLORADO · 80202

AREA CODE 303 575-2721

April 3, 1990

Dr. A Ray Chamberlain
Executive Director
Department of Highways
4202 E. Arkansas Avenue
Denver, CO 80222

Dear Dr. Chamberlain:

I would like to take this opportunity to express my strong commitment to the 23rd Street Viaduct replacement project. Due to the deteriorated condition of the existing bridge and the important function that it serves, this project is at the top of the City and County of Denver's list of priority projects. This facility, on the federal aid urban system, will provide vitally important access to Denver's central business district, not only for Denver residents but also for northern and western suburban residents.

The Denver community's support for replacement of this structurally and functionally deficient viaduct is overwhelming. This support has been expressed through citizen involvement in a series of planning studies, including the development of our Downtown Area Plan, Comprehensive Plan, and ongoing environmental assessment of the viaduct project itself. Through each of these studies I have heard the same messages loud and clear:

- The existing structure, which has a sufficiency rating of 5, is aging rapidly and needs immediate replacement;
- The capacity of the existing viaduct is inadequate to handle existing traffic, and the traffic situation is worsening;
- From both the environmental and traffic engineering viewpoints, the 23rd Street corridor is the major access from the northern half of the metropolitan area into downtown;

Dr. A. Ray Chamberlain
Executive Director, CDOH
page 2

- Due to its severe deterioration, the existing 23rd Street structure may require closure in the near future. If the need to close 23rd Street were to occur before a replacement can be constructed, the impact on downtown businesses, Interstate 25 and on other routes on the federally aided urban system would be severe.

The 23rd Street Viaduct replacement is a necessary element of the overall Downtown access plan. Its ability to serve as the major carrier of general commuter traffic from I-25 will allow for implementation of the overall access plan, including the connection of the planned I-25 Transit/High Occupancy Vehicle facility to Downtown via 20th Street. Our preliminary plans for reconstruction include exciting opportunities to provide a safe, efficient, and environmentally sensitive gateway into Downtown.

Thank you for your continued support for this project. We look forward to working with the State of Colorado in its design and construction.

Sincerely,

Federico Peña

Federico Peña
MAYOR

cc: Richard Brasher

DRCOG
Denver Regional Council of Governments

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Serving Local Governments Since 1955

April 3, 1990

Mr. A. Ray Chamberlain
Executive Director
Colorado Department of Highways
4201 East Arkansas Avenue
Denver, Colorado 80222

Dear Mr. Chamberlain:

It is our understanding that the City and County of Denver is pursuing the acquisition of discretionary bridge replacement funds to reconstruct the 23rd Street viaduct. As this facility is severely structurally deficient, and because 23rd Street is a major access point to the Denver Central Business District, we urge the Colorado Department of Highways to pursue such funding for the City and County of Denver.

In the future, the 23rd Street viaduct is anticipated to carry over 50,000 vehicles per day, a substantial portion of which will utilize the facility during the morning and evening peak periods. The existing two lane bridge is not only structurally deficient, but severely deficient in terms of its ability to accommodate the future access needs of the Denver Central Business District. The replacement of the 23rd Street viaduct with additional capacity is clearly needed and, as such, we have included the widening of this facility as part of our adopted Regional Transportation Plan. Not only is the 23rd Street viaduct on the Plan, but, because of its importance, we have included it in the annual element of the 1990-94 Transportation Improvement Program for the region.

In summary, replacement of the 23rd Street viaduct is consistent with metropolitan planning organization (MPO) plans and programs. The Department's efforts to pursue discretionary funding for this important project is appreciated.

Sincerely,

for Robert D. Farley
Executive Director

RDF:js

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RTD

1600 Blake Street
Denver, Colorado 80202-1399
303/573 2002

April 2, 1990

The Honorable Federico Pena
Mayor, City of Denver
City and County Building
Room 350
Denver, CO 80202

Dear Mayor Pena:

On behalf of the RTD Board of Directors, I want to express our support of your application for bridge replacment funds for the 23rd Street Viaduct. This bridge has such a low sufficiency rating (5), that our buses have been prohibited from using it for several years. This has made it difficult for us to adequately serve a portion of the community, while burdening other neighborhoods with detoured buses.

We also believe that this project complements our efforts on the 20th Street Bus/HOV lanes. We are pleased to be able to offer our support for this important project.

Sincerely,

Bill

William C. Womack
Chairman

WCW/DAB/rh

Congressman Solomon P. Ortiz
Appropriations Subcommittee on Transportation
April 25, 1990

Mr. Chairman: Thank you for allowing me the opportunity to testify before the Appropriations Subcommittee on Transportation on an issue of critical importance to my Congressional District.

The Brownsville Railroad Relocation Project represents the combined efforts of the local, state and federal governments to address serious safety problems in the Brownsville, Texas, metropolitan area. In addition, when completed the Brownsville Railroad Relocation Project (The Project) will provide an important financial boost for the economy by improving transportation options for businesses with operations in the local area.

The Appropriations Committee has generously and wisely provided funding for this project in the past, and I would like to respectfully thank your participation in this regard. Previous involvement of the Federal government has contributed to the Project's advanced status. Phase One of the project is completely funded and final engineering and design work is being conducted at this time. Phase One, a grade separation at FM1792 and FM511, is already in process. This project is fully funded and is nearly ready for bidding.

The Federal Highway Administration (FHA) has conducted a thorough cost-benefit analysis on Phase Two of the Brownsville Railroad Relocation Project, and has given their final approval for this independent segment. Phase Two is estimated to cost $11 million, but the local governmental units have $4.7 million already on hand. Since this secure financial base has been reached, I come before the Subcommittee today to request the additional $7.2 million required to complete this phase of The Project.

This $7.2 million dollar figure represents a very wise investment for the federal government. As I stated earlier, this expenditure has been approved and justified in a cost-benefit analysis by the FHA. This portion of The Project will eliminate various railroad crossings over major roads, and thereby prevent the time consuming traffic delays which burden Brownsville-area motorists. These improved railroad facilities will also increase statewide access to the Port of Brownsville. This Port represents a significant economic resource for the City of Brownsville, and consistent and efficient rail service is critical for attracting new economic activity. Finally, The Project offers concrete hope for expanding trade between the U. S. and Mexico, which will benefit the serious financial problems with our southern neighbor. Each of these tangible benefits will increase tax revenues and economic activity in South Texas, and will provide the government with a financial windfall.

As you may be aware, a third phase of the Brownsville Railroad Relocation Project is a currently scheduled following completion of the first two phases. This final phase of The Project, estimated to cost $23 million, will also provide substantial benefits when completed. Naturally, the third phase is dependent upon the first two phases. which is why the $7.2 million for the second phase must be appropriated and made available for the local and federal officials working on this project.

Once again, I urge the Subcommittee to appropriate the $7.2 million required to complete the second phase of the Brownsville Railroad Relocation Project. I thank the Subcommittee for your past consideration and assistance with this project. Mr. Chairman, I hope you or your staff will not hesitate to contact me if you have any questions or comments regarding the Brownsville Railroad Relocation Project.

BARBARA BOXER
6TH DISTRICT, CALIFORNIA

COMMITTEE ON THE BUDGET
HUMAN RESOURCES TASKFORCE CHAIRMAN

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Testimony before the Transportation Appropriations Subcommittee
by U.S. Rep. Barbara Boxer
26 April 1990

Mr. Chairman, I want to thank you for the opportunity to present this testimony today in behalf of the transportation funding requests for the Bay Area transit systems, particularly the BART and San Francisco MUNI.

I enjoy the opportunity to join with my Bay Area colleagues in this regard because of our strong consensus on these projects and particularly because of the demonstrated record that the people of the Bay Area have shown in supporting mass transit with local funds. Over the past 10 years, local funds have provided an increasing percentage of the support needed for transit in the Bay Area. To date more than 75 percent of the BART system is paid for by local and state taxpayers. In fact more than 62 percent of the costs for the projects requested today will be paid locally.

These success stories should be well known to you. But the latest element of pride that I have with the Bay Area transit operations is the way that they--almost literally--stepped into the breach in our transportation network caused by last fall's Loma Prieta earthquake. The record ridership that occurred in the quake's aftermath--a 70 percent increase overnight--underscored more than anything how mass transit is vital to the Bay Area economy.

I would also like to thank the members of this subcommittee, as well as the full committee, in responding to our request last year for the BART Colma Station construction as part of the BART extension to the San Francisco Airport and for preliminary engineering for the Tasman corridor extension in Santa Clara County. The $28.5 million earmark was a needed boost for this project that will benefit the Bay Area community at-large as well as the hundreds of thousands of visitors who come to the Bay Area every year.

THIS STATIONERY PRINTED ON PAPER MADE OF RECYCLED FIBERS

I urge you to follow your commitment with approving this year the $60 million New Starts second installment in this program. Funding for the Colma Station, the first station planned for the BART extension to the San Francisco Airport, is vital to our efforts to fully integrate the transportation networks in the Bay Area. We need to keep this project on schedule. This federal commitment will help clear the way for $350 million from local sources over the next 10 years to help finance three BART extensions.

I also ask your support for $35.4 million in discretionary Rail Modernization funds for the San Francisco MUNI Metro Embarcadero Turnback. This project is important to improve the efficiency of transit operations in this part of MUNI.

I stand shoulder-to-shoulder with my colleagues in support of these program requests. Mr. Chairman, as you well know, the importance of expanded mass transit programs, particularly ones that create intermodal networks such as the San Francisco Airport extension, will become increasingly important now as we face the priority demands of our infrastructure and our need for alternative transportation.

Thank you for your consideration.

Testimony of the
HON. WES WATKINS
Member of Congress

Before The
Subcommittee on Transportation
Committee on Appropriations

April 26, 1990

Mr. Chairman and Members of the Committee, thank you for allowing me to testify today on behalf of two much needed projects in my Congressional District -- one highway project and one airport project. Both of these projects are located in a 20-county area that has a history of unemployment.

I would appreciate the Committee's assistance with a specific project in Pontotoc County, Oklahoma. The amount, $1,650,000, is needed to construct an access road and two ramps to provide access to the industrial area.

The second project also involves needed economic development and job creation in the area. The amount, $2,711,700 is needed in federal FAA funds to strengthen a runway and taxiways at an existing industrial airport, the Ardmore Industrial Airpark. The total project cost is $3,013,000.

The Airpark, a converted military facility, is a complex with opportunities in many areas for industrial development. One of these primary areas has been the length of the primary runway, which has been very conducive to large aircraft, but needs to be strenthened.

Recently, a major airline committed to an expanded relationship at this site with regard to airplane modification. About 200 jobs will be immediately created with this expansion. The Ardmore Development Authority and the Ardmore Chamber of Commerce is currently negotiating with another company which may establish a maintenance, modification and painting facility with 500 employees. An agreement is expected to be finalized soon in this effort.

However, both companies require strengthening the runways, improving the taxiways and making other changes crucial to the new business relationships. In fact, this work must be done in order to have the expansion. It is critical that the project be funded in FY91. Therefore, I am asking the Committee to give priority consideration to the Ardmore Industrial Airpark for FY91 in the amount of $2,711,700.

Mr. Chairman, the future economic development and growth of this area is dependent upon the actions of this Committee. The people of the Third District are depending on you.

Thank you for allowing me this opportunity. I always appreciate working with my friends and colleagues here in the Transportation Appropriations Subcommittee as we work together on public works projects to build a greater Nation and a greater Oklahoma.

Testimony of Senator Jake Garn

before the Honorable William Lehman, Chairman
House Appropriations Subcommittee on Transportation

April 24, 1990

Mr. Chairman:

It is a pleasure to come and appear before your distinguished committee. I am pleased to accompany my able colleague, Congressman Jim Hansen, as well as the Executive Director of the Utah Department of Transportation, Gene Findlay, to testify about the proposed Highway 89 project in Utah. As you know, Congressman Hansen is a resident of the area in question and has seen, first hand, the congestion and safety problems posed by this road. Mr. Findlay will present the technical and statistical information supporting the requested upgrading of Highway 89, and the anticipated future complications as the local population in the area grows in tandem with increasing commuter and interstate traffic.

U.S. Highway 89 corridor runs north and south for approximately 12 miles from Farmington to Ogden, Utah. The road functions as a transportation link between Salt Lake City Ogden, Hill Air Force Base (HAFB), and the surrounding communities. It serves local, commuter, and interstate traffic and is the designated route between Interstates 15 and 84. The road is designed for high speed and high volume traffic.

Highway 89 originally was bordered mainly by agricultural properties. Local citizens, many of whose driveways intersect US 89, were able to use the road safely and quickly in spite of the commuters and interstate trucks and travelers. But the nature of the road has changed and continues to change as both local populations and traffic increases. Unfortunately, driving patterns and the design of the road have not changed in concert with the growth. The result is increased and unacceptable safety and congestion problems.

Highway 89 now divides several growing cities. The average daily traffic (ADT) volume in 1988 was 23,000 vehicles per day. In spite of that volume, there are currently 125 streets and private drives that open onto US 89. Many residents east of the highway must cross it daily to receive essential services. Because of the increasing traffic volume, these crossings become more and more dangerous. In fact, the fatality rate for this 12.62 mile corridor is more than four times greater than it should be. Fifty-two percent of the accidents involving incapacitating injuries or fatalities occurred at US 89 intersections. Thirty-five percent of all accidents on US 89 occurred at an intersecting street or driveway.

While it is easy to talk about statistics, I want to point to the human element involved in the problems on US 89. Congestion has its own cost in lost man hours and increased traffic hazards. But safety is the more important issue, when the real cost comes in ruined and lost human life. On US 89, daily school buses are making frequent stops while commuters speed by; semi-trucks carry their cargo past moms who are dropping their children off at piano lessons. The cross-purposes just don't mix. All too frequently, someone makes an error in judgment, or misses an exit, or just plain doesn't see the other vehicle, and the result is tragic.

For one local family, the Bouchards, the tragedy is three-fold. Two sons and one son-in-law were involved in three separate accidents. Two of those accidents occurred right on US 89; one was on an intersecting street. Both sons died. Luckily, the son-in-law--married to the only surviving child in this family--recuperated from his injuries.

There are many other similar stories, several involving multiple deaths in one family. In January, 1990, the Citizen's Co-op for a Safer Highway 89 published a brochure to tell some of the stories of other real people whose lives have been affected by the hazards on this road. A copy of three stories is attached.

Mr. Chairman, the State of Utah needs help finding a solution to the congestion and safety problems on US 89. Obviously, for the families above, changes are too late. But we can prevent the stories from repeating themselves with federal help to make the appropriate improvements. Local citizens and officials, including the mayors of all of the communities along the road, have recognized the need. They have joined together to seek an upgrade in the road to a limited-access expressway. Estimates suggest an $85 million appropriation is needed.

The problems are compounding daily and piecemeal measures will not answer the current needs, let alone the projected traffic problems of the future. That is why we are here to ask for federal help in providing the best alternative for the travelers on US Highway 89.

STATISTICS ARE REAL PEOPLE

Let us introduce you to but three of our statistics:

Pat Brunson, age 67, died one hour after an accident at 200 No. and Highway 89. Her husband, Brandon, had pulled into the center of the intersection, ready to make a left turn. Another car came into the center section and blocked his view, but he had just checked both directions and went on across. A car traveling 70 mph hit Pat broadside. The majority of the bones in her body were broken. This widower is now being sued by the people that killed his wife and to make it worse, they had no liability insurance. Brandon had uninsured motorist insurance. Brandon was in the hospital for 6 weeks and is still not yet fully recovered, and now has legal mountains to climb as well as coping with his wife's death and continuing health problems due to the accident. If there had been an interchange or light, this would not have happened, and Brandon, seven children, friends, neighbors, and grandchildren would still have a wonderful friend.

Melanie Petersen, age 16, died the day after she was initiating a turn off Highway 89 at 200 North to go to dancing lessons for the first time. Her mom was just ahead of her in another car to show her how to get there. Her mom witnessed her daughter being hit by a semi-truck. True she was not seat-belted, but the fact remains that if there had been an interchange or light, this youthful death could have been avoided. Her mother still suffers from extreme mental problems.

Joey Winget, age 15, was riding in the back of a truck with a camper shell. As the driver turned left onto 200 No. from Hwy 89, the back of the truck was clipped by a southbound car and the shell was knocked off the back of the truck and several teenagers were thrown out. All were injured, but Joey's spinal cord was severed, and he is paralyzed for the rest of his life. His twin brother is particularly emotionally effected. His single parent father has taken him to many states that have any sort of potential therapy. He is currently in California at an experimental rehabilitation center. From the waist down, his father describes him as, "a skin and bones picture, like the Jews that were thrown into the Nazi graves." A decision for a class action suit against the State is pending. If there had been an interchange or light, Joey would be graduating from High School.

January 1990, Citizen's Co-op for a Safer Highway 89

Senator Orrin G. Hatch
Statement before the House Appropriations Subcommittee on Transportation.

Thursday, April 26, 1990
2:00 pm

Mr. Chairman:

I am delighted to be here today to address this subcommittee on an issue which is vitally important to my state, the request by Congressman Hansen that you appropriate money for a demonstration project to upgrade a stretch of US-89 which runs through his district. This stretch runs from the Lagoon Amusement Park to the junction with I-84 near Ogden, Utah.

This section of US-89 was once a lightly traveled country highway connecting small rural towns in the northern part of Utah. Now, however, it is a busy thoroughfare used by heavy trucks, commuters, students,, and residential traffic. Traffic on this road has increased dramatically, and with increased traffic has come tragedy. This road has become a death trap, where pedestians, truckers, commuters, and shoppers are thrown together into a cauldron of traffic which is largely uncontrolled. Every year, a number of Utahns die needlessly because they are exposed to this unacceptable situation.

The principal reason for this dramatic increase in traffic is that Interstate 15 is inadequate to meet the needs of this area. Interstate 15 runs far to the west of the City of Ogden, one of the largest cities in the state. It is well placed for traffic continuing to the north and west but poorly placed to handle traffic bound for Ogden or for traffic headed east on I-84. As a result, many drivers choose to use US-89, which goes directly to Ogden, rather than using I-15. Upgrading this section of US-89 will remedy the problem by providing direct access to Ogden as well as facilitating the movement of commerce to the east on I-84.

In addition, this region is home to a number of important federal facilities whose operations may be greatly streamlined by this upgrade. Among these are Hill Air Force Base and Ogden Air Logistics Center, Defense Depot Ogden, and the regional IRS service center in Ogden. In addition, a number of important corporations with federal contracts in the aerospace and defense markets are located in this area. These include Parker-Bertea

Aerospace, Williams International, Bourns Corporation, Hercules, and Thiokol. Together, these corporations provide more than $500 million in goods and services to the federal government. A safe and efficient transportation system will help these companies provide these goods and services in a cost-effective and timely manner.

The cities and towns along this route have joined together to request that we upgrade this road to make it safer. An interstate highway status would accomplish this goal and at the same time provide increased capacity to meet the future needs of this rapidly growing area. This project will be an excellent addition to the interstate system, and I urge you to appropriate sufficient funds to complete it.

I appreciate the opportunity to address this subcommittee today. I look forward working with you on the important transportation issues facing our nation.

STATEMENT OF THE
HONORABLE LEON E. PANETTA
BEFORE THE
SUBCOMMITTEE ON TRANSPORTATION
COMMITTEE ON APPROPRIATIONS

REGARDING THE NEED FOR THE CONTINUED SUPPORT OF THE HIGHWAY 156 BYPASS

April 26, 1990

Mr. Chairman and Members of the Subcommittee, thank you for this opportunity to appear before you today to discuss the need for additional funding for the construction of a very important highway project in Hollister, California. California Highway 156 has become a major transportation artery, connecting Interstate 5 in the Central Valley with U.S. 101 and California Highway 1 along the Pacific coast.

The route is heavily travelled, particularly by large trucks, throughout the year. Traffic counts show that trucks account for as much as 30 percent of this traffic. This heavy vehicle traffic places a particular strain on the portion of 156 which passes through the center of the City of Hollister. Construction of a highway bypass around the city has been a top priority of City and County residents and officials for almost 25 years. In 1988, a local tax initiative was passed to support the project. The initiative, locally known as Measure A, had wide community support and passed by a margin of 83 percent to 17 percent. This measure would provide $6,250,000 towards the cost of construction for the Route 156 Bypass around the City of Hollister.

By the year 2015, the traffic through Hollister is expected to double. This coupled with vehicular and pedestrian cross traffic and parking movements along Route 156, will cause worse delays for motorists and will increase the accident rate at several of the intersections within the city. The City of Hollister is already over the statewide average with projections showing that this would increase to twice that average if the bypass is not built. Over half of the accidents at these intersections would involve trucks.

The approval of the Final Environmental Impact Study is due in December, 1990. Therefore, for the continued progress of this important project, there will be a need for a federal commitment of $6 million for the design and right-of-way acquisition costs in Fiscal Year 1991.

I believe that the construction of the Highway 156 Bypass is imperative to the safety of the residents and highway users in the Hollister area. With studies showing a very dangerous situation that will only magnify without this bypass I would like to strongly urge the Subcommittee to consider providing the resources necessary to continue the support of this important project.

STATEMENT OF COUNCILMAN ARNIE ADAMSEN, CHAIRMAN OF THE CALIFORNIA-NEVADA SUPER SPEED GROUND TRANSPORTATION COMMISSION
for the
TRANSPORTATION APPROPRIATIONS SUBCOMMITTEE HEARINGS ON THE FY 1991 BUDGET

Overview

I am Councilman Arnie Adamsen of the City of Las Vegas, Chairman of the California-Nevada Super Speed Ground Transportation Commission. The states of California and Nevada created the Commission to oversee the privately-financed introduction of modern intercity ground transportation. We envision an eventual network of trains operating up to 300 MPH among the major centers of the Pacific Southwest region.

In December, 1989, the Commission decided to take the initial step in creation of this network by asking the private sector to identify a commercially-viable project linking the Las Vegas Valley with one or more southern California candidate station areas under a franchise awarded by the two states.

Three internationally-renowned North American companies have filed formal Letters of Intent to submit proposals for a franchise by July 15, 1990; the three are Bechtel Corp., Morrison-Knudsen Co. and Bombardier Corp. These franchise proposals will be required to address providing commuter services within southern California as well as linking as many of the candidate areas as possible.

Federal Technical Assistance

Evaluation of these proposals would be assisted by a technical studies grant for which the Commission has applied to the Federal Railroad Administration under provisions in FY 1990 appropriations concerning "super-speed fixed guideway activities;" I support continuation of those federal assistance activities as outlined in the Administration's FY 1991 Budget proposal.

The Administration's proposal allows for an expanding federal role in assisting and developing super-speed train projects and technology. That role expansion is long overdue.

Ridership Potential

The benefits of super-speed trains to our environment and the relief of congestion are extensive. The Commission has just completed studies which highlight the benefits to be received from a super-speed train project between southern Nevada and southern California. Such a train has the potential to serve over 6 million inter-state passengers a year; included among those travelers are 1 million who would otherwise be driving their own cars and adding to traffic congestion, contributing thousands of tons of pollutants from tail pipe emissions and burning millions of gallons of fuel each year, were the train not to be realized.

The Commission is particularly interested in the commuter potential for super-speed train service that could link growing bedroom communities with expanding job centers. There is currently no commuter rail service in our region and some of the freeways are carrying over 250,000 vehicles a day, most of them in bumper-to-bumper traffic. Round-trip commutes in this corridor commonly take up to four hours daily. Preliminary numbers indicate that the super-speed train could carry a minimum of a half-million commuters a year. Two lines serving Orange County and linking with trains going through Palmdale and the San Fernando Valley could carry another 2.3 million passengers, many heading for the new Palmdale commercial airport.

Environmental Benefits

These ridership statistics not only support the financial feasibility of the private construction of the super-speed train, but they also promise major environmental gains. As everyone is well aware, our region is struggling to meet healthful air quality standards. The super-speed train actually offers some hope; over 1 million inter-state travelers and between 1.5 and 2.5 million commuters could leave their cars to ride this new, fast, quiet, non-polluting system.

Approximately 70 millon automobile vehicle miles would be eliminated from the region's trips each year by the train, reducing tail pipe pollutants by hundreds of tons and saving millions of gallons of fuel. In fact, we estimate a fuel-use reduction of 17% just with the train in the southern Nevada-southern California corridor.

These are net gains for the environment. And it is important that we note this because often we hear talk about the need for off-sets or trade-offs for industry if we are to move ahead on something like this. We ought to view this as a net benefit to the environment and not give that up.

Our Privately-financed Project

In addition to the environmental benefits, the super-speed train will provide the U.S. with a chance to demonstrate the cutting edge of new transportation technology at little or no cost to the taxpayer. Reliance on private financing for the project is possible through value capture development opportunities at stations as well as ridership that will generate revenues from the fare box.

The Commission is going to select a conditional franchisee late this year. After satisfying local, state and federal permitting requirements (environmental and others) and obtaining approvals by the legislatures and governors of both states, we hope to begin construction as early as 1993, with the system on-line by 1997 or 1998 In order to meet our schedule, California and Nevada are pursuing "first generation" super speed ground transportation technology such as the French TGV and the German Mag-Lev. First generation projects in the U.S. represent a golden opportunity for real progress in dealing with some of the worst transportation problems while beginning to address America's competitive position.

Recommendations

In conclusion, I would like to offer some recommendations and urge Congress to move immediately on these fronts to advance development of super speed ground transportation in the United States:

1. Provide incentives for, or otherwise facilite, U.S. industrial involvement in the fabrication as well as the construction of first-generation super-speed train projects;

2. Building on last year's subcommittee appropriation for "super-speed fixed guiedway activities," commence research and development necessary and sufficient for America's ground-floor entry into the "second-generation" market for super-speed trains;

3. Provide inducements for U.S. industry to get involved in mass transportation, which has been neglected for far too long;

4. Provide incentives for U.S. airlines to test the economic feasibility of switching to super-speed trains for feeder services under 350 miles into major hub cities' airports;

5. Create a climate for economical operation of passenger trains by the private sector--based on super-speed trains; this may involve a new look at railroading statutes and regulations.

6. Remove any obstacles to super-speed trains' use of federally-assisted rights-of-way--especially highways.

The Commission appreciates the Subcommittee's interest in and support for objectives and projects like ours; I look forward to working with you in any way I may to move America into the forefront of super-speed train technology.

Testimony

on

FY 1991 US DOT APPROPRIATIONS

by

SECRETARY MICHAEL P. LANE

ILLINOIS DEPARTMENT OF TRANSPORTATION

Submitted for the Record

to the

TRANSPORTATION SUBCOMMITTEE

of the

HOUSE COMMITTEE ON APPROPRIATIONS

April 30, 1990

I want to thank Chairman Lehman and other members of the House Appropriations Transportation Subcommittee for holding hearings on transportation funding for FY 1991. I am especially grateful for the opportunity to submit written testimony on behalf of Illinois' transportation funding concerns. Following is a brief discussion of these.

Interstate Substitute Program

Illinois supports continued separate funding for the Interstate Substitute highway and transit programs. The programs are authorized at $740 million from the Highway Trust Fund (HTF) for highways and $200 million from general fund revenues for transit. The Administration's budget proposes to fund all substitute projects from the $740 million HTF authorization. The Administration's proposal would significantly delay completion of the overall Interstate Substitute program as well as the transition to a new, restructured, federal surface transportation program in the next authorization period.

For Illinois, completion of our Interstate Substitute program in FY 1991 is a high priority. To this end, we are seeking the remaining balance of funds -- $78 million in FY 1991. This includes $48 million for highway substitute projects and $30.5 million for transit substitute projects in the six-county Chicago region. This total is less than half the amount received by Illinois in FY 1990 funds -- $126.7 million for highways and $56.8 million for transit, for a total of of $183.3 million.

The $48 million in Interstate Substitute highway funds will be used to continue improvements on Cicero Avenue in the city of Chicago and in Cook County and for numerous other essential highway improvements in the suburban area. Of the requested Interstate Substitute transit funds, the city plans to use $2.8 million for the Jackson Park Elevated project and $19 million will be used for continued rehabilitation of the Chicago Loop Elevated rapid transit line. Another $8.7 million is targeted for commuter rail station and parking improvements in the suburban region.

We urge the subcommittee to retain separate programs and recommend funding levels sufficient to meet Illinois' needs.

Highway Obligation Ceiling

Illinois urges the subcommittee to approve a highway obligation ceiling significantly higher than the $12.2 billion for FY 1990. We endorse the National Governors' Association's request for $15 billion, an amount that can easily be supported by existing revenue in the HTF. Due to restrictive obligation ceilings in past years, the states have accumulated more than $9 billion in highway funds that they cannot obligate, or spend, for projects.

In addition, we request that the subcommittee reject the Administration's proposal to subject all federal funds for highway demonstration projects authorized in the 1987 Surface Transportation Assistance Act to the obligation ceiling. Currently, only the portion funded from a share of the discretionary programs is subject to the obligation ceiling. The change called for in the Administration's budget would make an additional $178 million of demonstration project funds subject to the obligation ceiling, including $6.5 million for Illinois.

Interstate Rehabilitation

Illinois will request discretionary Interstate-4R funding in FY 1991 for the rehabilitation of a portion of the Kennedy Expressway (I 90/94). This project, estimated to cost $425 million, is the highest highway priority for the state over the next five years. Opened in 1960, the Kennedy Expressway is badly deteriorated and suffers from a number of outdated design features which pose safety problems and exacerbate congestion.

Initial work on the project will be undertaken this construction season. Securing the needed discretionary allocation next fall will be critical to maintaining the construction schedule which calls for full-scale work to begin in FY 1991. Related to this, Illinois is seeking an exemption from the first quarter limitation on highway obligation authority for discretionary I-4R funds allocated to the project so that next year's construction work can begin promptly in early spring in order to finish the scheduled work by winter.

Public Transportation

Illinois supports continued funding for all transit programs, at least at the FY 1990 funding levels, including full funding for operating assistance to all urbanized areas. The state also supports earmarks of Section 3 new start funds for continued planning and engineering for the Chicago Central Area Circulator and for construction of the St. Louis Metro Link light rail system.

o Section 9 Formula Program -- The state opposes the Administration's budget proposal to cut Section 9 formula funding to $1.0 billion and to prohibit the use of these funds for operating assistance for urbanized areas with a population greater than one million. This overall funding reduction would cut funding for urban transit systems by more than 30 percent from FY 1990, a reduction that would seriously handicap transit systems throughout the nation. The elimination of operating assistance for large areas would directly affect the Regional Transportation Authority in northeastern Illinois and St. Louis Bi-State. Such a funding loss would require either a significant increase in fares or the diversion of local funds programmed for sorely needed capital improvements, or both. Although the smaller urbanized area transit systems in Illinois would still be able to use their Section 9 funds for operating costs, they, too, would be hard hit with a 30 percent drop in federal funding. These smaller systems have a much more limited local revenue and farebox revenue base to tap. In fact, the more than 30 percent drop in federal formula funding over the last seven years has forced these systems to cut back on needed bus replacements and other essential capital improvements to critical levels in some cases. Transit systems throughout the nation have adopted operating efficiencies and tapped local and state revenue sources to make up for the steady decline of Section 9 formula funding over the last six years. However, these measures also have limits and cannot indefinitely expand to substitute for the continued retreat of federal funding.

- Section 18 Rural Transit -- Illinois supports funding for rural transit at a minimum of this year's level of $69.8 million. Although this is a relatively small amount compared to transit funding for urbanized areas, it is critical to meeting mobility needs in the nation's small cities and rural areas. The needs in those areas are growing; yet, their local revenue sources continue to be very limited. Any cut-back in federal funds would devastate an already underfunded and underserved constituency.

- Chicago Central Area Circulator (CAC) -- The Illinois Department of Transportation supports the city of Chicago's request for an earmark of Section 3 new start funds to continue planning and for engineering work. The city of Chicago estimates that $17 million is needed to do all remaining planning, engineering and final design work on the proposed CAC. This project will provide badly needed congestion relief through light rail transit service to rapidly growing business developments in and adjacent to the core loop area. The project, at an estimated cost of $600 million, would ultimately serve more than 25 million riders a year. The project has strong backing from businesses in the area who have pledged to fund one-third of the cost through a special local tax assessment on non-residential property. The state will fund another one-third of the project and has committed $20 million to assist in preliminary engineering and design work. Although federal funding will make up only one-third of the financing package, it is a critical component. The Administration's budget would pre-empt discretionary funding for the CAC in Chicago by limiting eligibility for new start funds to projects that already have a full funding contract.
- St. Louis Light Rail Project -- The Department also supports St. Louis Bi-State's request for $101 million in Section 3 new start funds. This amount includes $72 million to complete the federal funding commitments under the full-funding contract, $25 million needed to accommodate changes in the location and number of stations at the northern end of the line at Lambert Field due to airport expansion plans, and $4 million for preliminary engineering for an extension of the light rail line to Belleville.

Rail Transportation

Illinois has several concerns with regard to rail transportation funding. These include federal loan assistance for a project to upgrade track in the Chicago-St. Louis corridor, rail-highway crossing demonstration projects, Amtrak, and Local Rail Service Assistance.

o Chicago-St. Louis Corridor Improvement -- Illinois is seeking a $5 million direct federal loan to the Southern Pacific Railroad for upgrading track on the Chicago-St. Louis route to continuously welded rail. This line was recently purchased by the Southern Pacific Railroad from the bankrupt Chicago, Missouri & Western Railroad. Public loan money for track upgrading was part of an incentive package necessary to attract a buyer for the line. The state assured the long-term viability of the line through the purchase by a strong railroad, the Southern Pacific. The continuously welded rail will improve ride quality for Amtrak passenger trains and cut maintenance costs for Southern Pacific as well as Amtrak. The Chicago-St. Louis line is one of the few remaining jointed rail lines on the national rail passenger system.

The $5 million requested for FY 1991 is the second installment of a 3-year federal loan request. Last year, Congress approved an initial loan installment of $3.49 million. The federal loan is a wise investment. In addition to helping assure the continuation of freight and passenger service on this vital corridor, the money will be paid back. Also, given the key benefits to Amtrak, federal assistance is appropriate.

- Rail-Highway Crossing Demonstration Projects -- Illinois supports continued funding for rail-highway crossing demonstration projects. For FY 1990, Congress appropriated $14.84 million. This included an earmark of $4.5 million for a rail relocation project in Springfield, Illinois. The project in Springfield involves relocating two separate tracks to a new corridor which will eliminate four grade crossings and a narrow overpass on a heavily traveled street, easing congestion and improving safety. An additional $4.4 million in federal funds is needed to complete the federal commitment.
- Amtrak -- Illinois urges the subcommittee to fund Amtrak at least at the same level as in FY 1990 -- $605 million. Even this amount is inadequate to provide Amtrak with sufficient capital funding for new equipment needed for ridership growth and routine replacement of cars and locomotives.
- Amtrak service provides significant benefits for Illinois. Amtrak's national service operates 40 trains per day through Illinois, with stops at 35 stations, serving about three million passengers in FY 1989. In addition, Illinois receives nearly $2 million a year for five state-sponsored trains, including one co-sponsored with the state of Wisconsin.
- Local Rail Service Assistance (LRSA) -- Illinois supports an appropriation of $15 million for FY 1991, the amount authorized. LRSA funding is an important component of Illinois' state rail program which provides capital assistance to upgrade or rehabilitate essential short-line railroads in order to preserve service and jobs. Illinois has more than 25 pending projects at an estimated cost of some $20 million.

Highway Safety

Illinois supports funding levels for the highway safety programs at least at the FY 1990 levels. This includes $115 million for Section 402 State and Community Traffic Safety grants, $11 million for Section 408 Alcohol Safety grants, and $60 million for Motor Carrier Safety Assistance Program grants. These programs are important to the nation's ongoing responsibility to improve safety on our highways.

Airport Improvement Program (AIP)

Illinois supports an obligation ceiling for the AIP at least at the $1.5 billion level proposed in the Administration's budget. This level is far below what the Aviation Trust Fund could support, or the $1.8 billion authorized. There is broad recognition of the need for increased federal spending for airport improvements. The $1.5 billion falls far short of the AIP program needed to help reduce the backlog of deferred projects and meet growing improvement needs.

This concludes my testimony. I am keenly aware of the pressures you face trying to balance the demands for increased transportation funding and reducing the federal deficit. As you well know, both are needed to assure the nation's long-term prosperity. An adequate and well-maintained transportation system is key to the nation's economic prosperity and future growth. Your recognition of that and support for the nation's transportation needs over the years is much appreciated.

Again, thank you for the opportunity to discuss Illinois' transportation funding concerns.

CAPITAL CITY
RAILROAD
RELOCATION
AUTHORITY
CCRRA
SPRINGFIELD, ILLINOIS RAILROAD RELOCATION DEMONSTRATION PROJECT

TESTIMONY FROM THE
CAPITOL CITY RAILROAD RELOCATION AUTHORITY
TO THE HOUSE APPROPRIATIONS SUBCOMMITTEE
ON TRANSPORTATION AND RELATED AGENCIES.

SUBMITTED BY
ANTHONY HARLEY, CHAIRMAN
CAPITOL CITY RAILROAD RELOCATION AUTHORITY

April 19, 1990

Room 304, Municipal Building
Springfield, Illinois 62701
217/789-1807

On behalf of the Capitol City Railroad Relocation Authority and the citizens of Springfield, Illinois, I would like to thank the Appropriations Subcommittee for your interest in, and support of, the Springfield Railroad Relocation Demonstration Project. The Authority along with the Illinois Department of Transportation are currently in the construction phase of the Springfield Southwest Usable Segment III. The project is a multi-phase, $30.6 million project to relocate two existing rail corridors into one new rail corridor running parallel to U.S. Route 36. This project would eliminate four dangerous grade crossings, all with accident histories, as well as a narrow and dangerous underpass. The project will essentially eliminate rail vehicular conflicts within the southwest quadrant of the City of Springfield, and is considered to be a major safety improvement project.

Phase one of the project is the construction of two bridge structures on Veterans Parkway. This phase of the project was let for bids in mid-1989, is currently under construction, and proceeding at this time ahead of schedule. The next two phases of the project are scheduled to be let for bids within the next 60 days. Construction should begin on both phases within 90 days. Acquisition for an additional three phases has either begun or will begin within the next fiscal year, and we would anticipate at least two additional phases of construction beginning within the next fiscal year.

In essence, virtually all phases of the $30 million project will be underway within the next fiscal year. In order to maintain the current schedule, all federal funding must be available for obligation prior to the end of the next fiscal year.

The project is now entering a stage where it is essential that total funding be provided if the project is to maintain its current pace. Implementation of multiple phases of construction as anticipated is necessary if we are to eliminate the existing safety hazards as expeditiously as possible. The property is located in an area of Springfield where major development is occurring which heightens our safety concerns. Any delay or reduction in the funding request at this point would undoubtly result in unanticipated delays to the implementation of the project, which could also result in unanticipated higher costs for the project.

CCRRA

Our attached request for $4.1 million will complete the Federal funding of the project. Previously, with the support of this Committee, $18.3 million has been appropriated for the Southwest Usable Segment.

The Authority is acutely aware of the imposing task facing this Committee. We realize we are only one of many agencies making such funding requests; however, your continued support of this critical transportation improvement project is deeply appreciated and we respectfully request that the funding be appropriated by the Committee. Your consideration in assisting the citizens of Illinois is deeply appreciated.

Respectfully submitted,

Anthony P. Harley

Anthony P. Harley, Chairman
Capitol City Railroad
Relocation Authority

CCRRA

TESTIMONY OF THOMAS E. GREER, A.A.E.
DIRECTOR, AIRPORT SERVICES
BURBANK-GLENDALE-PASADENA AIRPORT AUTHORITY

BEFORE THE

HOUSE APPROPRIATIONS SUBCOMMITTEE
ON TRANSPORTATION AND RELATED AGENCIES

THE HONORABLE WILLIAM LEHMAN, CHAIRMAN

MAY 1, 1990

Mr. Chairman, my name is Tom Greer. I am Director of Airport Services of the Burbank-Glendale-Pasadena Airport and I am pleased to offer the following remarks on our airport for your committee's consideration.

In 1978, the Burbank-Glendale-Pasadena Airport Authority assumed ownership of Burbank Airport from the Lockheed Corporation. In doing so, the Authority preserved vital air transportation capacity in the Greater Los Angeles Area which might otherwise have been lost.

While preserving this access to the traveling public, the Authority has pursued two primary goals in its 12 years of stewardship: 1. to effectively address the impact of aircraft noise on the nearby community; 2. to build a replacement passenger terminal which meets current design standards for runway separation.

I would like to briefly outline the progress that has been made to date in those two areas.

When the airport came under public ownership in 1978, there were 403 acres of residential land around the airport which were impacted by average noise levels of 70 decibels, under the Community Noise Equivalency Level (CNEL) standard observed by the State of California Department of Transportation. At that time, 70 dB CNEL was the standard for determining whether residential areas were compatible with airport noise or not. There were 34,395 air carrier operations that year, which translates into an average of 47 departures and 47 landings per day.

The grant agreement with the Federal Aviation Administration which helped to fund the purchase of the airport stipulated that the noise impact area at the time of purchase could not increase in the future, and to my knowledge, Burbank is the only airport in the nation with such a firm limitation in its grant agreement.

The most recent noise monitoring report submitted by the airport to the California Department of Transportation following the fourth quarter of 1989 shows a residential impact area of 25.1 acres at the 70 decibel CNEL standard. This is a 93.8% reduction of the impact area which was in place in 1978. There were 43,828 air carrier operations in 1989, which translates into an average of 60 departures and 60 landings per day.

This noteworthy progress has been due primarily to a unique cooperative program between the Airport Authority and the airlines serving Burbank. Beginning in 1982, under regulations promulgated by the Authority, the airlines began phasing in Stage 3 aircraft at Burbank. By April 1987, the fleet was 100% Stage 3 and has remained so to the present.

The value of this program to the surrounding community is substantial. Not only have the cumulative noise levels measured by the CNEL metric shrunk dramatically, but the single event interruptions of each flight are significantly less intrusive. And based on feedback through the airport's noise complaint phone lines and professional scientific surveys, these improvements are making a difference to the public.

In 1985, for example, there were 2,155 phone calls logged on the airport's noise complaint phone lines, made by 445 individual callers. By 1985, the fleet was 50% Stage 3, and the 70 dB CNEL residential impact area was 160 acres. In 1989, there only 318 calls logged on the noise complaint lines, a reduction of 85.5% from 1985 levels, and there were 185 individual callers. I might point out that seven individuals made 25% of the calls.

A professional survey of people living near the airport in 1985 showed that 26% of the sample cited "peace and quiet" as the quality they liked most about their neighborhood. When they were asked what they liked least, 12 percent cited airport noise. In 1989, the Los Angeles Times Poll, at its own initiative, repeated the survey. This time 39% of the sample cited "peace and quiet" as the quality they liked most about their neighborhood, and only 3% cited airport noise as the quality they liked least. The improvements over the 1985 survey correspond precisely with the transition to Stage 3 aircraft.

In addition to addressing aircraft noise at its source, the Airport Authority has performed two thorough noise studies, including a Federal Aviation Regulation Part 150 Study approved by the Federal Aviation Administration in July, 1989. The Part 150 Study was three and a half years in the making and involved extensive contact with the public. Already the FAA has awarded a grant of $2.5 million to begin insulating schools near the airport.

The noise issue at Burbank has also had its day in court. The cases of 24 representative properties whose owners were suing the airport for personal injury and diminution of property value were tried in 1988, and the court awarded no damages to the plaintiffs. While the case is still on appeal, the trial court's decision affirmed in the legal arena the progress I have discussed in my earlier remarks.

To summarize our efforts in the noise arena, I present to this committee a 12-year record of substantial, verifiable action and progress in addressing the noise issue at Burbank-Glendale-Pasadena Airport. Our record is one we hold up proudly alongside that of any airport in the United States. It bespeaks our clear commitment to remain a good neighbor, backed by results.

The progress of our plans to build a new passenger terminal is less dramatic, though our efforts to accomplish this goal are no less dedicated.

Burbank Airport originally opened in 1930. Because the facility predates the jet age by decades, the separation between our Instrument Landing System runway centerline and our terminal is only 313 feet, whereas the current design standard calls for a building restriction line of at least 750 feet.

When the Airport Authority assumed ownership in 1978, the Federal Aviation Administration urged the Authority to replace the terminal as soon as practicable, and the agency has continued to press the Authority to attain this objective.

In 1984, following five years of study, drafting, public comment and litigation, the Federal Aviation Administration gave final approval to an Environmental Impact Report/Environmental Impact Statement for a replacement passenger terminal to be built on land owned by the Lockheed Corporation. In 1985 the Airport Authority completed a conceptual design for that facility. However, at the end of that year, Lockheed was forced to withdraw its offer to sell land appropriate for the terminal site due to concerns of its customer in the Department of Defense. DOD was hesitant to locate a major public airport terminal immediately adjacent to a top secret military manufacturing facility.

Subsequently, the Airport Authority issued a draft EIR for public comment in September 1987 which envisioned a terminal and aircraft concourse in two separate quadrants of the airport, separated by an active runway. The economic feasibility of a split terminal was borderline, and the loss of general aviation facilities would hamper the airport's ability to service an important aviation constituency.

The latest significant factor in building a new terminal occurred in 1989 when Lockheed Corporation announced it intends to sell a 110-acre parcel of land immediately adjacent to the Burbank Airport. This parcel encompasses the original proposed site covered in the 1984 EIR/EIS, but the Federal Aviation Administration has indicated a new EIR/EIS will be necessary. We are just underway with that report.

In the meantime, the Airport Authority has entered into negotiations with Lockheed to acquire some or all of the 110 acres as a possible terminal site. At this point, it is clear that some federal assistance, possibly from discretionary Airport Improvement Program funds, must be considered to enable the purchase of this land. The Airport Authority will be hard-pressed in the near term to meet the burden of buying this property and building the new passenger terminal on it. Yet it is incontestable that the safety and capacity enhancements that will accompany a new terminal development will be more than worth the investment.

The availability of this parcel is a one-time window of opportunity, much like the acquisition of the airport itself in 1978. If the airport is unable to acquire it, the land will be sold to other parties for other uses. The result would be a severely constrained airport operation in the face of the well-known increasing demand for air travel in and out of Southern California.

It is hard to imagine a greater return for national air commerce than the return on investing in airport-adjacent land at Burbank. With this land the Airport Authority can address a major safety issue that has for too long been unresolved, and the Authority will also be able to lay the foundation for much-needed capacity that will be critical to the overall balance of air commerce in Southern California.

Thank you for the opportunity to address this hearing, Mr. Chairman.

The Metro

[illegible]
1350 East 17th Street
Kansas City, Missouri 64108
[illegible]

May 1, 1990

The Honorable William Lehman
Chairman, Subcommittee on Transportation
House Committee on Appropriations
Washington, DC 20515

Dear Representative Lehman:

The Kansas City Area Transportation Authority is pleased to submit the enclosed statement requesting FY 1991 funding for Preliminary Engineering in the amount of $1,875,000 (federal share) for a light rail transit line in Kansas City, Missouri.

We are submitting this statement for the hearing record of the Subcommittee on Transportation.

The proposed 2.3 mile light rail line we are proposing is an important component in strengthening the transportation connection between two of the largest employment centers in the Kansas City area; i.e. Kansas City's downtown and the Hallmark Cards Crown Center complex.

The Authority's Board of Commissioners and the various civic, business, and neighborhood groups supporting this project join in urging your strong consideration of our funding request.

Sincerely,

Howard C. Breen, Chairman
Board of Commissioners

William Duensing, Chairman
Rapid Transit Committee

Richard Berkley, Mayor
City of Kansas City, Missouri

Emanuel Cleaver, II, Mayor Pro-Tem
City of Kansas City, Missouri

Richard F. Davis, General Manager

TESTIMONY
OF THE
KANSAS CITY AREA TRANSPORTATION AUTHORITY
REQUESTING FISCAL YEAR 1991 APPROPRIATIONS

TO THE
SUBCOMITTEE ON TRANSPORTATION
HOUSE COMMITTEE ON APPROPRIATIONS

MAY 1, 1990

4-24-90

Congressional Testimony

Mr. Chairman, thank you for the opportunity to present our statement in support of a project that is very important to the people of the Kansas City area --- our proposed light rail system. The Kansas City Area Transportation Authority is pleased to submit for your consideration our request for $1.875 million in Fiscal Year 1991 UMTA Section 3 discretionary rail funds to support Preliminary Engineering efforts on an initial phase, 2.3 mile light rail transit line in Kansas City, Missouri. This federal funding would be matched with $625 thousand in local funds for a total grant of $2.5 million.

This request is a major component of the Authority's long-range plan to return rail transit passenger service to the Kansas City area. It will be the first step in a plan to significantly increase use of public transportation in the Kansas City Metropolitan area and provide a response to the growing concern for local air quality and other environmental issues.

Provision of funding for light rail Preliminary Engineering would constitute another step forward in the Authority's current capital improvement program, the largest in our history. Availability of light rail service in the area we propose would significantly complement and enhance the recently announced expansion of Kansas City's downtown convention center and the recent investment of over $800 million dollars in private development capital in the project area.

The addition of a light rail component to this region's public transit system will provide new opportunities for economic development and investment. It will strengthen the revitalization strategy which has been pursued in the core of Kansas City over the past several years. We are so convinced of the need for this project that we have made a concerted and successful effort over the past 18 months to provide a permanent and dedicated local funding base.
This will provide the necessary local match for a future federal construction grant.

Our proposal represents a unique opportunity for us to build on existing investment and is the type of relatively inexpensive transit plan that makes sense for Kansas City. Our proposed project ties together two of the most visible activity and employment centers in the metropolitan area and creates the opportunity for us to extend the project in the future as funding availability permits.

The Kansas City Area Transportation Authority is well aware of the extensive nation-wide demand for federal transit rail capital assistance funds. Therefore, while we have been planning for ultimate construction of longer rail lines, we are requesting Preliminary Engineering funding for only this modest 2.3 mile Phase I project estimated to cost approximately $61 million.

This 2.3 mile line will help Kansas City achieve several transportation and development objectives, will provide an effective Minimum Operating Segment (MOS), and is a project for which local capital and operating funds are currently available. The line is also a common element of two rail extensions which the Authority has been evaluating with 100% local funds

The KCATA wishes to ensure that federal funding for this Preliminary Engineering portion of the construction process is not delayed after completion of the Alternatives Analysis phase, which should be under way before the end of this calendar year. The Authority believes that an early commitment to funding of Preliminary Engineering provides the most sound basis for project continuity and continuation of local project support. We believe that the Authority's testimony will demonstrate that our proposal represents a well thought out and researched rail construction project that can be financially supported through available local capital and operating revenues and represents a staged project which will be managed competently by a budget-conscious urban transit authority.

AGENCY BACKGROUND

Mr. Chairman, the Kansas City Area Transportation Authority is an inter-state agency, created by a Compact between the states of Missouri and Kansas, and approved by the United States Congress. The Compact was authorized by legislation passed in both states in 1965. The Compact defines the Kansas

City Area Transportation District as the counties of Cass, Clay, Jackson, and Platte in Missouri; and Johnson, Leavenworth and Wyandotte in Kansas. The Authority's jurisdiction is limited to these seven counties.

The affairs of the Authority are governed by a board of ten commissioners, five from each of the two states. The five Missouri commissioners are appointed by the Governor with the advice and consent of the State Senate to serve for five year terms. The Governor must appoint one of three nominees submitted by each of the counties of Cass, Clay, Jackson and Platte and by the City of Kansas City, Missouri. Three of the Kansas commissioners are appointed by the counties of Johnson, Leavenworth and Wyandotte. Two of the Kansas commissioners are appointed by the City of Kansas City, Kansas. All Kansas commissioners are appointed for four year terms.

The Authority's Metro Division is responsible for the provision of public transportation. It operates 39 bus routes which provide nearly nine million miles of scheduled transit service annually with a 1990 operating budget of over $37 million. Approximately twenty percent of this division's income is derived from operations, with most from passenger revenue. Smaller amounts are obtained from charters, stadium express operations, and bus advertising. Approximately 60% of the Metro division's operating cost is financed by local governments, and approximately 20% is provided by the Federal government.

The Authority receives operating and capital assistance for its Metro division from the Urban Mass Transportation Administration (UMTA). The 1990 budget includes $5.8 million in operating and capital assistance from UMTA.

The Authority's Metro division currently operates approximately 275 large coaches over its route structure and carries over 18 million riders annually. The Authority accomplishes this with a work force of approximately 800 persons of which over 20% are female and nearly 50% minority.

The Authority also operates a KCI Airport Express Division. All revenues for the operation of this service are derived from operations. The service is not subsidized. The operation has approximately 30 employees and provides approximately 85,000 passenger trips per year. This division's operating budget is approximately $1 million.

Another separate operation is Share-A-Fare, the demand responsive transportation service for the elderly and persons with disabilities. With an annual budget of $1.3 million, Share-A-Fare transports over 3,000 passengers over 750,000 miles annually in Kansas City. The ATA also makes over $130,000 of its federal operating funds available to similar demand response services in the metropolitan area communities of Kansas City, Kansas, Independence, Liberty, Missouri and Johnson County, Kansas.

In 1988, the Authority received a $22.8 million Section 3 discretionary grant from the Urban Mass Transportation Administration, to be matched with approximately $7 million in local funding. Major projects included in this grant are a new, modern passenger transfer facility located in the heart of downtown Kansas City, Missouri; the acquisition of 93 new large and small buses; construction of new Authority buildings to provide better quarters for vehicle and facility maintenance and central administration; and the acquisition of an automatic vehicle locater system to provide better management feedback and control of schedule adherence. In the past 3 years a total of 133 new large buses have been purchased, all with wheelchair lifts. Every large bus route is now accessible to wheelchair users seven days a week.

These capital improvements in combination with previous changes implemented between 1985 and the present have resulted in a much improved transit product.

However, while the Authority has been pursuing these bus operational improvements, it has also been looking to the future---to the 21st Century.

For the past four years the Authority has been conducting a primarily locally-funded planning effort to determine the desirability of establishing a rapid transit component to the public transportation system, including the most logical locations for light rail lines. As a result of this nearly three-quarter of a million dollar effort, there exists in Kansas City today a financial and community support base for proceeding with a Phase I rail project.

The Authority's Board of Commissioners has a strong belief in the viability of a rail project. As a result authorization was granted by the Board last year to complete the series of steps required by the Urban Mass Transportation Administration (UMTA) in order to qualify for federal financial participation in the project's construction cost.

Because of the rail line's location we are convinced that projected rail ridership will more than justify federal involvement. The Authority expects to have a completed Alternatives Analysis/Draft Environmental Impact Statement completed by mid-1991. Even without the desired detail of the Alternatives Analysis, the corridor being considered generates over 30,000 bus passengers per day on existing service, a daily transit ridership well in excess of minimum criteria used by UMTA. A delay in the availability of Preliminary Engineering funding for our proposed project would be very detrimental because it would significantly reduce our ability to have this line operating when the recently announced expansion of our downtown convention center is complete.

We are therefore requesting Preliminary Engineering funding from the federal Fiscal Year 1991 budget so that local officials do not lose momentum on the project and can continue to expand on our existing local support base.

PROJECT BACKGROUND

In December 1975, the Mid-America Regional Council (MARC), the agency designated by the States of Missouri and Kansas and the U. S. Department of Transportation as the official Metropolitan Planning Organization for the Kansas City area, approved a long-range transit plan for the Kansas City metropolitan region. This plan was the result of an extensive four-year planning effort among many participants in the Kansas City area. The plan included a provision for twenty-four miles of fixed-guideway rapid transit using the light rail technology, radiating from downtown Kansas City, Mo. to various parts of the metropolitan area. Ridership forecasts prepared during plan development showed that these future rail lines were feasible. Plan approval by MARC provided the initial basis for the specific projects included in the plan to be eligible for federal funding assistance.

In 1981, the City of Kansas City, Missouri, and the KCATA began to acquire a parcel of land known as the Country Club Right-of-Way. This 7.4 mile long strip of land from Kansas City's Westport area through the Country Club Plaza and further south was the identical corridor through which Kansas City's most successful streetcar route previously operated, and was still intact as a virtually unaltered rail corridor. The Authority's objective in acquiring this land parcel was for a light rail transit line as suggested in the 1975 long-range plan. This right-of-way forms the southern portion of one of the two major lines identified in the 1975 MARC plan as warranting light rail.

The other rail line identified in the 1975 Long Range plan parallels the Country Club line and has been designated as the Bruce Watkins Drive line. This line is located in the right-of-way of a federal-aid freeway-parkway currently under construction. The Authority, in consultation with the Missouri Highway and Transportation Department, has developed a public transit routing plan for this line which utilizes the highway right-of-way for nearly its entire length.

The surge of development/redevelopment which began to occur in Kansas City in the mid-1980's, particularly in the Central Business District and Country Club Plaza areas, and the resolution of lengthy litigation over the proposed Bruce R. Watkins Memorial Drive, prompted the KCATA to move forward with additional rapid transit planning. Concerned that development was occurring that might complicate and increase costs of the future construction of LRT, and to begin to respond to changing community transit needs in general, the Authority sought to provide more useful, detailed technical data on the specific track alignment in the two main travel corridors which had been identified in the 1975 plan. Each line is approximately eleven (11) miles in length, from a shared downtown alignment to each line's southern terminus. The two lines and their common segment, the Authority's proposed Phase I project, are shown on Exhibit 1.

As a result of this local planning effort, the KCATA Board of Commissioners formally endorsed these two lines as the highest priorities for construction of rail transit in the Kansas City area. Additionally, the Board has endorsed the concept of construction "at-grade"; i.e., without subways or elevated

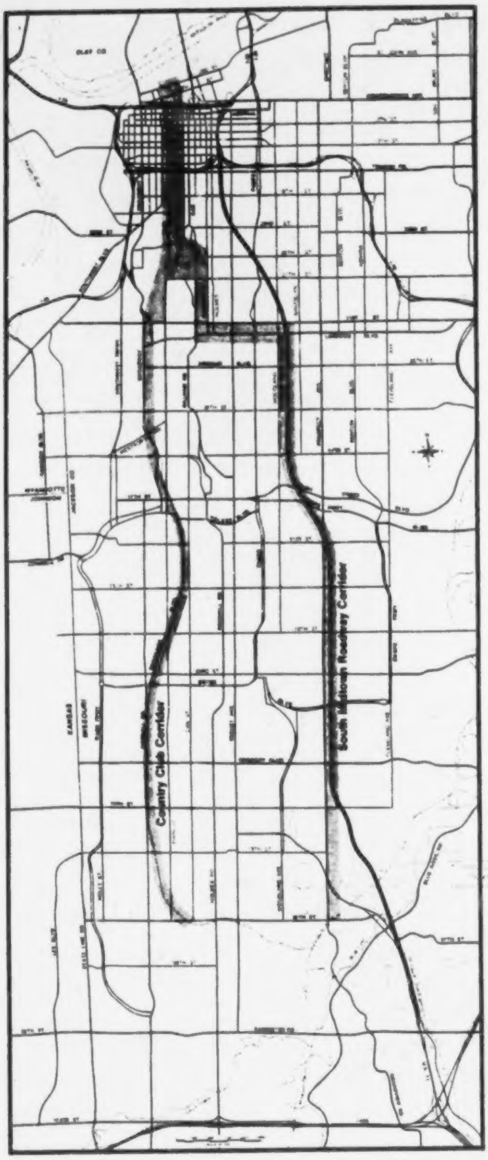

Country Club Corridor
South Midtown Roadway Corridor
KANSAS
MISSOURI

Exhibit 1
Country Club Corridor and South Midtown Roadway Corridor

– – – – Additional Right of Way Acquisition Proposed

▨ Conceptual Engineering Underway

Light Rail Transit Study
Kansas City Area Transportation Authority
HNTB/PARSONS BRINCKERHOFF

structures, as a means of reducing total construction costs. The Authority's rail consultant has estimated the average construction cost of these lines at approximately $15 million per mile.

PROPOSED PROJECT

The KCATA has also conducted an analysis of fiscal feasibility as part of this planning effort. As a result, the Board determined that a staging of construction would be the most appropriate course of action. Accordingly, the Phase I project of approximately 2.3 miles in length has been identified in the Central Business District of Kansas City, Missouri between the Market area and the Crown Center-Union Station complex. This would be a common element of both of the lines identified in the planning study and of any additional future rail lines to other parts of the metropolitan area. Authority rail engineering consultants estimate the construction cost of this first phase section to be approximately $61 million.

While it represents the first phase of two longer rail lines, this proposed Phase I project is warranted on its own merits from a ridership and operational view. The line would connect two of the most intensely developed activity centers in the metropolitan area, Kansas City, Missouri's downtown and the mixed-use Crown Center complex.

There are approximately 100,000 persons currently employed in these two centers and an existing high level of travel interchange exists between the two. The expected employment increase of approximately 30% over the next 20 years in this area demonstrates the likelihood of significant rail transit ridership as densities and congestion levels increase.

The idea of a direct rail transit connection between these two activity centers is one of the focal points of a comprehensive development study conducted in 1987 by the City of Kansas City and approved by the City Council with extensive participation by area business and civic leadership. Construction of this rail link would enhance other public and private sector investment in helping to achieve the growth, development, and eventual linkage of these two activity centers.

The Authority would like to point out that this first stage project is part of the Kansas City rail line described in the publication, Urban Rail in America, funded by the Urban Mass Transportation Administration several years ago. That study comprises an independent, objective evaluation of the potential for rail transit "new starts" and extensions in cities across America. We suggest that reference to that report would be useful in evaluating the justification for this project.

The KCATA Board has endorsed construction of this Phase I project using the specific track alignment recommended by the Authority's rail consultant and the City of Kansas City, Missouri. This alignment is shown on Exhibit 2.

The Board has also authorized the completion of additional studies necessary to apply for federal capital assistance.

FINANCIAL CAPACITY

It is the Authority's intention to ultimately construct both of the two rail lines as well as those in other parts of the Kansas City area including our rapidly-growing Kansas suburbs.

Our zeal, however, will always be tempered by a high degree of caution and reluctance to entertain any venture which does not appear financially feasible. As a result of this philosophy, we are proposing an affordable and effective Phase I light rail project.

Our projections assume that a 75% share of the estimated project construction cost of $61 million, or $45.75 million, will be funded by the Urban Mass Transportation Administration (UMTA) Section 3 Capital program.

The Authority's proposed project and Kansas City's entrance into the federal major capital investment planning process have been made possible by a secure source of long-term local capital financing. This financing capability was provided during 1989 by the Missouri Legislature and Governor in permanently

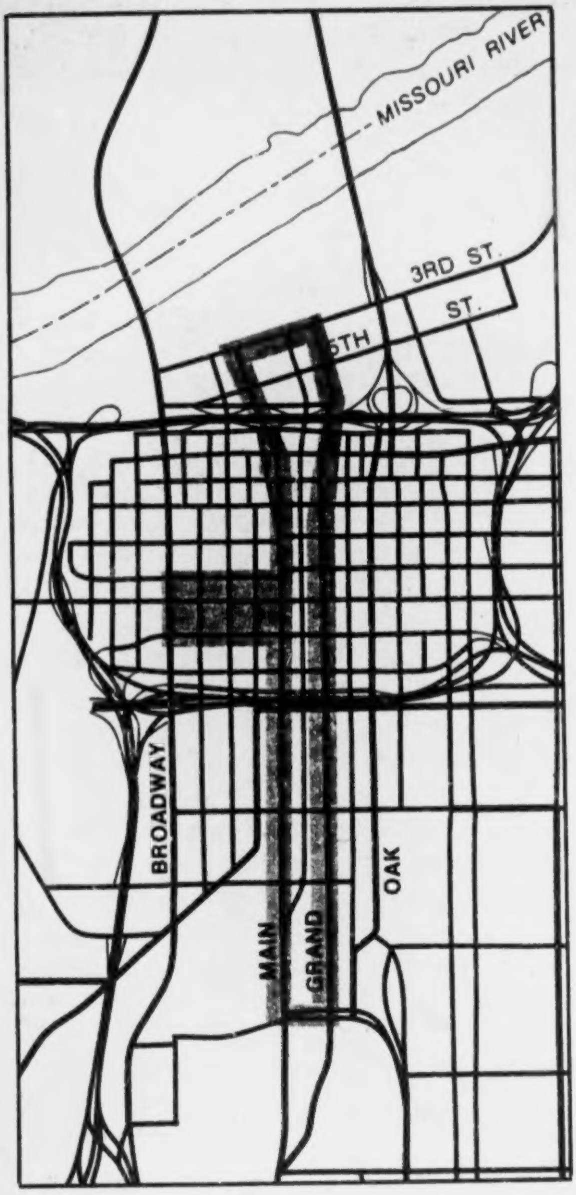

MISSOURI RIVER
3RD ST.
5TH
ST.
BROADWAY
MAIN
GRAND
OAK

Exhibit 2
Downtown to Crown Center Segment

Light Rail Transit Study
Kansas City Area Transportation Authority
HNTB/PARSONS BRINCKERHOFF

extending the capital portion of the one-half percent mass transportation sales tax in Kansas City, Missouri. This state legislative victory was achieved with the strong leadership and assistance of the City of Kansas City and the Chamber of Commerce of Greater Kansas City.

The presence of this revenue resource will enable the Authority to exercise one of the powers granted to it by the Congress in the 1965 Compact, namely, the ability to issue revenue bonds.

The 1989 action by the Missouri Legislature provides a means for the Authority to assure the security for such revenue bonds. It is the Authority's intention to utilize bonding capability to provide the local match for the proposed Phase I light rail project between downtown Kansas City and Crown Center with a loop extension to the Kansas City Convention Center. The local share of this proposed Phase I project is approximately $15.25 million, an amount which can be accommodated with bonding authority backed by the permanent extension of the current sales tax. No additional local tax increase is needed.

Kansas City's plan is also distinguished by its stable and dependable funding source for operations. We have carefully examined our resources for the future in order to assure that we will be able to support this additional rail component to our region's transit system. We are fortunate to have in effect a one-half cent mass transportation sales tax. This has been in place since 1973. After reviewing operating cost information from several other transit agencies which initiated new rail service in the past ten years, and conducting an evaluation of our own future operating cost levels, we have determined that the operating costs of the proposed Phase I 2.3 mile line can be supported within the Authority's current operating budget and revenue support structure.

The Authority will, of course, continue to evaluate this in greater detail as we progress towards construction of this initial line.

The Authority is also encouraged about the prospects for additional direct transit capital and operating funding support from the State of Missouri. The

Missouri Legislature will be considering a major statewide transportation funding initiative during the next year. The state's public transportation industry has suggested funding options which would result in direct transit funding at the state level for the first time. Passage of legislation providing such funding would further strengthen the Authority's ability to support rail and bus transit operations.

PROJECT IMPACT

The Authority realizes that the committee is aware of the positive transportation and development impact that a light rail transit construction project can have based on experiences in Portland, Oregon, and both San Jose and San Diego, California. The Authority is also aware of less successful efforts, but the lessons learned provide an invaluable opportunity to avoid potential pitfalls. We also understand that rail's real economic impact often is not realized until five or more years after initial rail service begins. What is clear is that there is a direct and real relationship between a public rail investment and increased private sector investment along the rail line, to the overall benefit of the community.

The Authority's proposed Phase I rail project is part of cur effort to provide both a development stimulus and an alternative transportation option for the more than 130,000 workers projected to be employed in the project area within the next 20 years. This represents an increase of more than 30% over current employment in the same area. Although we are awaiting the results of the Alternatives Analysis which will project the rail ridership impact of these employment increases, the Authority is convinced that these increases when combined with existing transit ridership levels in this travel corridor will demonstrate the importance of this project.

We wish to point out that these forecast employment increases represent our best estimate of the impact of the recently-announced expansion of Kansas City's convention center and the associated private sector investment in downtown Kansas City which will be stimulated by the resulting increases in convention, retail, and social-recreational traffic. The Authority's transit ridership forecasts will not reflect the certain positive economic impact of the rail line itself although we are convinced that these will be substantial.

Our proposed Phase I rail construction project will be one of the most important economic development and transportation projects which could be undertaken to help in the redevelopment effort. It would provide the basis for the private sector to begin to make additional investments in residential and entertainment activities. The Bartle Hall (Convention Center) initiative is a significant first step in this regard. The expanded Convention Center will make a very forceful statement to visitors about the spirit and vision of this community and its commitment to the future. Light rail will similarly enhance that vision.

In a recent Kansas City Star column, Robert Freilich, one of the nation's leading land-use attorneys and a professor of Urban Law at the University of Missouri-Kansas City stated that light rail transit could be a great stimulus to development along its route. Professor Freilich stated that, "it's important because Kansas City is really a linear city; downtown, Crown Center, Westport, The Plaza, the University area-they're all in a line." The provision of a rail transit linkage to serve this area, would provide an orienting element to the central core. It would reinforce the impact of existing private sector investment and encourage additional investment. This element of orientation, of linking these various activity centers, is particularly important for tourists and conventioneers. The message: a very attractive city with a modern transit system providing convenient access to these activity centers.

The presence of such a rail transit line in Kansas City would integrate the hotel and convention facilities and serve as an attraction to people here and all around the region.

The Authority is expecting approval from UMTA to begin an Alternatives Analysis in this travel corridor by mid-1990. The Authority expects the Alternatives Analysis to demonstrate and confirm the fiscal and ridership feasibility of a rail line south from downtown Kansas City. Our expectations are based on the documented 40% increase in per capita trip-making which has been occurring in the Kansas City area for the past several years and the large employment increases (in absolute numbers and percentage) in the area through which the proposed line would be located.

These increases result in corridor level employment levels well in excess of those used to forecast rail transit ridership during Kansas City's initial rail feasibility study in 1975. That study forecast rail transit patronage of nearly 30,000 daily riders along the proposed rail line and led the professional rail transit consultants to recommend consideration of light rail in the area.

When combined with the employment and activity level increases which have been forecast as a result of the near term doubling in size of Kansas City's downtown Convention Center and the current employment increases in major activity centers along the line including Hallmark's Crown Center complex, the Authority feels that a sound basis exists for expecting the proposed line to be well-justified.

The Authority believes that the best basis for continuation of local project support of the proposed 2.3 mile Phase I construction project would be the assurance that funding for the Preliminary Engineering phase will be available immediately upon completion of Alternatives Analysis.

In order to demonstrate the extent of current community support for the project we propose, we have enclosed documentary evidence from major civic, economic development, governmental, and neighborhood agencies and organizations including the Authority's Board of Commissioners, the Chamber of Commerce of Greater Kansas City, the Greater Kansas City Convention and Visitors Bureau, the Mid-America Regional Council and the City of Kansas City, Missouri.

There is a clear recognition among these groups and others of the need to work together to maximize our effectiveness in addressing the breadth of urban development opportunity that exists in the Kansas City area. As a bi-state metropolitan area we are particularly aware of the need for that spirit of cooperation. Building our 2.3 mile light rail and integrating it into an improved overall transit network is the next step. We need your support to take that step.

We urge your consideration of our funding request for Preliminary Engineering funding for our proposed project from the federal Fiscal Year 1991 budget.

R560

A Resolution Endorsing Construction of Light Rail Transit in the Kansas City Area

Whereas, the long range transit plan for the Kansas City Metropolitan area prepared by the Mid America Regional Council in 1975 proposed construction of light rail transit lines in those travel corridors forecast to have the highest transit usage in the future, and

Whereas, the update of the long range transit plan for the Kansas City area also prepared by the Mid America Regional Council in 1980 identified additional travel corridors where light rail transit would be feasible, and

Whereas, the Kansas City Area Transportation Authority has been employing the adopted long range plan prepared in 1975 and its 1980 update in all additional light rail transit planning projects, and

Whereas, the Kansas City Area Transportation Authority has been conducting a rail transit alignment study in the Bruce R. Watkins Drive and Country Club travel corridors, and

Whereas, the Bruce R. Watkins Drive and Country Club travel corridors were identified in both the 1975 long range plan and the 1980 long range plan update as the two travel corridors with the highest potential future transit ridership, and

Whereas, the purpose of the current study being conducted by the Authority is to identify the specific track alignment of light rail transit lines in the Bruce R. Watkins Drive and Country Club travel corridors, and

Whereas, the Board of Commissioners has previously endorsed the Bruce R. Watkins and Country Club travel corridors as the two highest priority corridors for construction of rail transit in the Kansas City area, and

Whereas, light rail transit, operating in an at-grade surface configuration, has been identified by the Authority as the most appropriate rail technology and operating configuration option for the Kansas City area, and

Whereas, the Grand-Main plan endorsed by the City of Kansas City, Missouri includes provision for light rail transit in an at-grade operating configuration, and

Whereas, the Kansas City Area Transportation Authority has participated in a partial funding of improvements to implement the Grand-Main corridor improvements plan in order to ensure that development in the corridor will be consistent with future construction of light rail transit, and

Whereas, continued and forecast additional growth of employment and development of the entire central core area of Kansas City, Missouri has resulted in conditions which increase the need for construction of light rail transit,

NOW THEREFORE BE IT RESOLVED THAT THE BOARD OF COMMISSIONERS OF THE KANSAS CITY AREA TRANSPORTATION AUTHORITY:

1. Endorses construction of light rail transit lines in both the Bruce R. Watkins Drive and Country Club travel corridors, as described in various Authority technical documents.

2. Endorses as the first segment of such construction a Phase I project located in Kansas City, Missouri between the Market area south of and adjacent to the Missouri River, and the Crown Center/Union Station complex because this segment is the common element to both the Bruce R. Watkins Drive and Country Club corridors, and because downtown Kansas City, Missouri is the focal destination and common element of any additional, future rail corridors to other parts of the metropolitan area.

3. Endorses construction of this Phase I project using the specific track alignment recommended by the Authority's rail consultant and the City of Kansas City, Missouri in the Grand-Main plan.

4. Approves of the Phase I track alignment subject to such changes as may be necessary as a result of detailed project engineering and design.

5. Endorses construction of additional light rail transit segments and lines in stages as available funding permits.

6. Authorizes additional studies necessary in order to apply for federal capital assistance funding.

7. Endorses additional preliminary planning studies necessary prior to construction of additional light rail transit lines in the following areas identified in the long range transit plan approved by the Mid America Regional Council in 1980:
    a. north of downtown Kansas City extending to Kansas City International Airport;
    b. east of downtown Kansas City to the Harry S. Truman Sports Complex and beyond;
    c. west from downtown Kansas City to Kansas City, Kansas; and
    d. southwest from downtown Kansas City, Missouri extending into Johnson County.

RG:jc

Know All Men by These Presents: I, the undersigned, the duly elected and acting Chairman of the Kansas City Area Transportation Authority, do hereby, certify that the within and foregoing resolution was adopted by the Authority on the 17th day of August, 1988, and that the same does now constitute the official action of the Authority.

In Witness Whereof, I have hereunto subscribed my name and affixed the seal of the Kansas City Area Transportation Authority this 30th day of April, 1990.

Chairman, Howard Breen
Kansas City Area Transportation Authority

Office of the Mayor
Richard L. Berkley, Mayor

City of Kansas City, Missouri
Heart of America

29th Floor, City Hall
414 East 12th Street
Kansas City, Missouri 64106-2778

(816) 274-2595
Fax: (816) 274-1111

The Honorable William Lehman
Chairman, Subcommittee on Transportation
House Committee on Appropriations
Washington, D.C. 20515

April 27, 1990

Dear Representative Lehman:

It is our understanding that the Kansas City Area Transportation Authority is submitting testimony in support of their request for Preliminary Engineering funding which is necessary to pursue the construction of Light Rail Transit in Downtown Kansas City. For a number of reasons, we strongly urge you to support provision of this funding because it will both provide needed transportation in and assure the vitality of Kansas City's central city.

During the 1980's, Kansas City has experienced remarkable growth in its Downtown core. Very recently, our citizens passed yet another major public improvements effort which will lead to the doubling of our Downtown convention facilities. Kansas City generally experienced its greatest era of economic expansion during the last decade. This expansion has helped begin the revitalization of Downtown and has encouraged the return of numerous Kansas Citians to the central core.

The construction of Light Rail Transit in Downtown Kansas City would assure the continued revitalization of the core of the City. It is also necessary to link the City's new convention facilities with the rest of Downtown Kansas City and the Crown Center Complex, which constitute the largest employment centers in the Metro area. Perhaps even more importantly, Light Rail would decrease traffic and congestion in the central core and assure a higher quality of life for our citizens.

For all these reasons, this Light Rail project is vital to the future of Kansas City. We would greatly appreciate your support of our Metro Transportation Agency's efforts in partnership with us to at last return the street cars to Mid-America.

Very truly yours,

Richard Berkley, Mayor
City of Kansas City, Missouri

Emanuel Cleaver, II, Mayor Pro-Tem
City of Kansas City, Missouri

APR 30 '90

THE CHAMBER OF COMMERCE OF
Greater
Kansas City

April 26, 1990

Mr. Richard F. Davis
General Manager
Kansas City Area Transportation
Authority
1750 East 17th Street
Kansas City, Missouri 64108

Dear Mr. Davis:

The Chamber of Commerce of Greater Kansas City has, for some time, supported the Kansas City Area Transportation Authority's plan to construct a light rail transit line through downtown Kansas City connecting south to the Crown Center complex. This is the first component of the Authority's long-range plan to construct other lines throughout the metropolitan area.

The enclosed resolution was adopted by the Chamber Executive Committee on October 14, 1988, and remains the policy statement of the Chamber regarding light rail. The resolution points out the importance of light rail to the region not only in terms of mobility, but also as it relates to economic development and environmental concerns.

Finally, the resolution also clearly points out the support of the Chamber of Commerce for the planning and engineering studies necessary before a construction grant can be approved.

Sincerely,

Peter S. Levi

Peter S. Levi
President

PSL:rs

920 Main, Suite 600 Phone: 816-221-2424 Kansas City, MO 64105 FAX: 816-221-7440

THE CHAMBER OF COMMERCE OF
Greater
Kansas City

A RESOLUTION ENDORSING CONSTRUCTION OF LIGHT RAIL TRANSIT IN THE KANSAS CITY AREA

WHEREAS, the Long Range Transit Plan for the Kansas City metropolitan area prepared by the Mid-America Regional Council (MARC) in 1975 proposed construction of light rail transit lines in those travel corridors forecast to have the highest transit usage in the future, and

WHEREAS, the update of the Long Range Transit Plan for the Kansas City area also prepared by MARC in 1980 identified additional travel corridors where light rail transit would be feasible, and

WHEREAS, the Kansas City Area Transportation Authority has been employing the adopted Long Range Plan prepared in 1975 and its 1980 update in all additional light rail transit planning projects, and

WHEREAS, the Kansas City Area Transportation Authority has been conducting a rail transit alignment study in the Bruce R. Watkins Drive and Country Club travel corridors, and

WHEREAS, the Bruce R. Watkins Drive and Country Club travel corridors were identified in both the 1975 Long Range Plan and the 1980 Long Range Plan update as the two travel corridors with the highest potential future transit ridership, and

WHEREAS, the purpose of the current study being conducted by the Authority is to identify the specific track alignment of light rail transit lines in the Bruce R. Watkins Drive and Country Club travel corridors, and

WHEREAS, the Kansas City Area Transportation Authority has previously endorsed the Bruce R. Watkins and Country Club travel corridors as the two highest priority corridors for construction of rail transit in the Kansas City area, and

WHEREAS, light rail transit, operating in an at-grade surface configuration, has been identified by the Authority as the most appropriate rail technology and operating configuration option for the Kansas City area, and

WHEREAS, the Grand-Main plan endorsed by the City of Kansas City, Missouri includes provision for light rail transit in an at-grade operating configuration, and

WHEREAS, continued and forecast additional growth of employment and development of the entire central core area of Kansas City, Missouri has resulted in conditions which increase the need for construction of light rail transit, and

WHEREAS, an economic evaluation of light rail transit in Kansas City performed in 1975 by the Midwest Research Institute concluded that construction of light rail transit would result in at least an average 77% increase in total direct and induced income above initial construction costs, and

WHEREAS, other communities in which light rail transit has been constructed have documented an economic return to the community of at least double the initial construction investment, including significant enhancement of the convention and visitor industry, and

WHEREAS, evidence from light rail transit systems which have existed for many years indicates that the most significant economic impacts of these systems normally are realized on a longer term basis, and

WHEREAS, the benefits to the entire Kansas City community of a public sector investment in light rail transit includes various factors such as air quality improvements, energy conservation, more efficient use of land resources, and others, which are beyond and in addition to the normal balance sheet of the rail project itself, and

WHEREAS, MARC has estimated that vehicles are responsible for one-third of the emissions forming ozone (smog) in the region, and the use of such vehicles will be reduced by light rail transit, and

WHEREAS, improvements in these "quality of life" factors are important to improving the climate for general business activitiy in the Kansas City area,

NOW, THEREFORE, BE IT RESOLVED THAT THE CHAMBER OF COMMERCE OF GREATER KANSAS CITY:

1. Endorses construction of light rail transit lines in both the Bruce R. Watkins Drive and Country Club travel corridors.

2. Endorses as the first segment of such construction a Phase I project located in Kansas City, Missouri between the Market Area south of and adjacent to the Missouri River, and the Crown Center/Union Station complex because this segment is the common element to both the Bruce R. Watkins Drive and Country Club corridors, and because downtown Kansas City, Missouri is the focal destination and common element of any additional, future rail corridors to other parts of the metropolitan area.

3. Endorses construction of this Phase I project using the specific track alignment recommended by the Authority's rail consultant and the City of Kansas City, Missouri in the Grand-Main plan.

4. Approves of the Phase I track alignment subject to such changes as may be necessary as a result of detailed project engineering and design.

5. Endorses construction of additional light rail transit segments and lines in stages as available funding permits.

6. Endorses additional preliminary planning studies necessary prior to construction of additional light rail transit lines in the following areas identified in the long range transit plan approved by the Mid-America Regional Council in 1980:

   1. North of downtown Kansas City extending to Kansas City International Airport.
   2. East of downtown Kansas City to the Harry S. Truman Sports Complex and beyond.
   3. West from downtown Kansas City to Kansas City, Kansas.
   4. Southwest from downtown Kansas City, Missouri extending into Johnson County.

Resolution adopted by the Chamber of Commerce of Greater Kansas City Executive Committee on October 14, 1988.

November 16, 1988

Mr. Ronald Guglielmino
Rail Project Manager
KANSAS CITY AREA TRANSPORTATION AUTHORITY
1350 East 17th Street
Kansas City, MO 64108

Re: METRORAIL

Dear Ron,

In accordance with your request, the Executive Committee of the Convention and Visitors Bureau of Greater Kansas City, at its meeting on November 14, 1988, took up for consideration the matter of a proposed light rail transportation system for Kansas City, Missouri.

After discussion, the committee unanimously approved a resolution endorsing the construction of such a system, and a copy of that resolution is attached to this letter for your information and file.

Please be further advised that the Executive Committee also unanimously voted to support any proposed legislation to make the current one-half cent mass transportation sales tax levied here in Kansas City a permanent tax so that revenue bonds which may be issued to fund the construction of this system can be successfully marketed.

Hopefully, this action will be of assistance in your efforts on this matter.

Cordially,

James L. Hutchinson
President

JLH:kl

Enclosure

CONVENTION AND VISITORS BUREAU OF GREATER KANSAS CITY
CITY CENTER SQUARE • 1100 MAIN • SUITE 2550
KANSAS CITY, MO 64105 • (816)221-5242 • (800)523-5953

A Resolution Endorsing Construction of Light Rail Transit in the Kansas City Area

Whereas, the Long Range Transit Plan for the Kansas City metropolitan area prepared by the Mid America Regional Council in 1975 proposed construction of light rail transit lines in those travel corridors forecast to have the highest transit usage in the future, and

Whereas, the update of the Long Range Transit Plan for the Kansas City area also prepared by the Mid America Regional Council in 1980 identified additional travel corridors where light rail transit would be feasible, and

Whereas, the Kansas City Area Transportation Authority has been employing the adopted Long Range Plan prepared in 1975 and its 1980 update in all additional light rail transit planning projects, and

Whereas, the Kansas City Area Transportation Authority has been conducting a rail transit alignment study in the Bruce R. Watkins Drive and Country Club travel corridors, and

Whereas, the Bruce R. Watkins Drive and Country Club travel corridors were identified in both the 1975 Long Range Plan and the 1980 Long Range Plan update as the two travel corridors with the highest potential future transit ridership, and

Whereas, the purpose of the current study being conducted by the Authority is to identify the specific track alignment of light rail transit lines in the Bruce R. Watkins Drive and Country Club travel corridors, and

Whereas, the Kansas City Area Transportation Authority has previously endorsed the Bruce R. Watkins and Country Club travel corridors as the two highest priority corridors for construction of rail transit in the Kansas City area, and

Whereas, light rail transit, operating in an at-grade surface configuration, has been identified by the Authority as the most appropriate rail technology and operating configuration option for the Kansas City area, and

Whereas, the Grand-Main plan endorsed by the City of Kansas City, Missouri includes provision for light rail transit in an at-grade operating configuration, and

Whereas, continued and forecast additional growth of employment and development of the entire central core area of Kansas City, Missouri has resulted in conditions which increase the need for construction of light rail transit, and

Whereas, an economic evaluation of light rail transit in Kansas City performed in 1975 by the Midwest Research Institute concluded that construction of light rail transit would result in at least an average 77% increase in total direct and induced income above initial construction costs, and

Whereas, other communities in which light rail transit has been constructed have documented an economic return to the community of at least double the initial construction investment, and

Whereas, evidence from light rail transit systems which have existed for many years indicates that the most significant economic impacts of these systems normally are realized on a longer term basis, and

Whereas, the benefits to the entire Kansas City community of a public sector investment in light rail transit includes various factors such as air quality improvements, energy conservation, more efficient use of land resources, and others, which are beyond and in addition to the normal balance sheet of the rail project itself, and

Whereas, improvements in these "quality of life" factors are important to improving the climate for general business activity in the Kansas City area,

NOW THEREFORE BE IT RESOLVED THAT THE CONVENTION AND VISITORS BUREAU OF GREATER KANSAS CITY:

1. Endorses construction of light rail transit lines in both the Bruce R. Watkins Drive and Country Club travel corridors, as described in various Authority technical documents.

2. Endorses as the first segment of such construction a Phase I project located in Kansas City, Missouri between the Market area south of and adjacent to the Missouri River, and the Crown Center/Union Station complex because this segment is the common element to both the Bruce R. Watkins Drive and Country Club corridors, and because downtown Kansas City, Missouri is the focal destination and common element of any additional, future rail corridors to other parts of the metropolitan area.

3. Endorses construction of this Phase I project using the specific track alignment recommended by the Authority's rail consultant and the City of Kansas City, Missouri in the Grand-Main plan.

4. Approves of the Phase I track alignment subject to such changes as may be necessary as a result of detailed project engineering and design.

5. Endorses construction of additional light rail transit segments and lines in stages as available funding permits.

6. Endorses additional preliminary planning studies necessary prior to construction of additional light rail transit lines in the following areas identified in the long range transit plan approved by the Mid America Regional Council in 1980:

    1. North of downtown Kansas City extending to Kansas City International Airport.
    2. East of downtown Kansas City to the Harry S. Truman Sports Complex and beyond.
    3. West from downtown Kansas City to Kansas City, Kansas.
    4. Southwest from downtown Kansas City, Missouri extending into Johnson County.

Mobile
Infirmary
Medical
Center

Statement of E. Chandler Bramlett
President, Infirmary Health System, Inc.
Committee on Appropriations
United States House of Representatives
Subcommittee on Transportation and Related Agencies
FY 1991 Budget

Mr. Chairman and members of the Committee: I am Chandler Bramlett, President of the Infirmary Health System, Inc. the parent company of the Mobile Infirmary Medical Center. I appreciate the opportunity to testify before your subcommittee.

I come before you today to ask for your support for an initiative to develop improved methods for treating and rehabilitating trauma injury patients and to establish a data registry to collect information about these types of injuries. The objective of this project will be to demonstrate the benefits of a trauma registry in support of current injury surveillance practices and prevention, while also advancing clinical developments that will alleviate the debilitating long-term effects of traumatic injury. By conducting research in these two distinct areas, this demonstration center will create a national model for the development of a system to augment injury prevention and to improve rehabilitation strategies for the injured.

Trauma injury is a pervasive and costly health problem, both in terms of money devoted to patient care and the loss of productivity due to disability. The large number of premature deaths and disabilities due to injury and the high economic cost, including large public sector expenditures, highlight the need to reduce the burden of injury in the United States. The application of current knowledge and new research discoveries to implement a variety of injury control interventions can substantially reduce the incidence, severity, and accompanying cost of injury.

In 1986, over 165,000 people in the United States died due to trauma, and for each death at least two cases of injury resulted in disability. According to the National Transportation Safety Board, nearly one-third of these deaths and disabling injuries were caused by avoidable transportation accidents. Motor vehicle crashes comprise the second leading cause of injury hospitalizations. Such accidents usually require extensive rehabilitation on the part of the injured persons. With the trauma rehabilitation and research center, Mobile Infirmary Medical Center will be able to develop innovative techniques for treating patients while monitoring all aspects of hospital care through the trauma registry.

The U.S. Congress has recognized the impact of trauma as having both financial and real-life consequences to individuals in every occupation, every economic position and every ethnic background. In 1983, Congress enacted a law authorizing the Secretary of Transportation to study trauma. In 1987, the Congress authorized the National Highway Traffic Safety Administration (NHTSA), and the Center for Disease Control to evaluate the impact of injury and associated disability on American society. The ensuing report recommended expanding research for the development of cost-effective model systems of rehabilitation. The report also recommended that hospitals and treatment centers should conduct collaborative research to identify and evaluate factors in trauma care that produce optimal results.

In response to this mounting public health problem, hospitals and treatment facilities must conduct research in order to alleviate the consequences associated with disability from transportation related injuries. Research will allow for the development of new techniques that can alleviate the long-term effects of such injuries. For example, during the spring of this year, researchers demonstrated that a certain steroid can reduce paralysis and other disabilities in people with serious spinal cord injury if it is administered in the first eight hours after an injury. This type of discovery can mean the difference in someone walking with crutches or being confined to a wheelchair. Mobile Infirmary will work specifically in the area of spinal cord injury, head injury, penetrating trauma, and burns.

Even with all of the advances in physical medicine, there is still a lack of information about patient characteristics and circumstances of treatment. Mobile Infirmary is attempting to eradicate this problem by establishing a trauma registry, which is an information, data system and computer network maintained primarily to monitor the prehospital and hospital care of severely injured persons. This registry will gather data and will be used to develop and evaluate methods to reduce the incidence of transportation related accidents. Also, this registry will supplement the currently inadequate trauma system of the region. The information from this registry will be used to evaluate trauma care within the hospital and the region and to support primary prevention initiatives. An good example of this type of initiative is in the State of Virginia where a legislative subcommittee used data from the statewide registry to recommend legislation regulating the use of all-terrain vehicles.

Mobile Infirmary Medical Center is well suited to host a demonstration trauma research and rehabilitation center because of its existing medical facilities and equipment, its medical staff's extensive expertise and knowledge regarding the area of physical medicine, and its commitment to fund more than 60 percent of the demonstration program. The distinguished programs in the area of physical medicine allow Mobile Infirmary to serve the most patients in the state of Alabama and the central Gulf Coast region.

I appreciate the opportunity to testify today and to describe this project to you. Thank you.

The American Short Line Railroad Association

William E. Loftus
President

2000 Massachusetts Avenue, N.W.
Washington, D.C. 20036
(202) 785-2250
Fax: (202) 887-0275

May 10, 1990

Honorable William Lehman, Chairman
Subcommittee on Transportation
Committee on Appropriations
House of Representatives
Washington, D.C. 20515-6027

Dear Mr. Chairman:

On behalf of the 360 member railroads of The American Short Line Railroad Association (ASLRA), I write you in support of certain elements of the Federal Railroad Administration's request for Fiscal Year 1991 appropriations and for $15 million in Local Rail Service Assistance funding and new loan guarantee authority, all of which are critical to future growth of the nation's small railroads. Most ASLRA railroads are Class III carriers, which under rules of the Interstate Commerce Commission are line haul rail carriers, with less than $18.4 million in annual freight revenue, and switching and terminal carriers.

The Committee is fully familiar with the explosive growth of small railroads, beginning with the reorganization of bankrupt carriers in the northeast and midwest and continuing into this era of rail deregulation. Some 475 small rail freight carriers are now in operation, more than double the number operating in 1970. Indeed, the Committee has been a catalyst in the successful restructuring of the rail system through its consistent support of Local Rail Service Assistance funds targeted for crucial track rehabilitation work. While the funding has been modest in recent years, it has been instrumental in helping many startup rail carriers achieve a firm financial footing.

The fact that the LRSA program is vital and needed is evident in the applications for FY 1989 funds, and in FRA's astute and fair handling of the requests. Within the tight timeframe of the application process, 22 states submitted requests and justifications for projects totalling $17 million, even though only $6 million was available. FRA had distributed $789,624 in planning funds to the states.

The projects approved in FY 1990 were split between new and continuing track rehabilitation work on small railroads in virtually every section of the country. The funds will enable these small carriers to operate service at competitive speeds without fear of costly derailments. As these railroads continue to improve their operating plants they become a real alternative for competitive transportation service in rural areas and in small markets.

DOING COLLECTIVELY WHAT IS IMPOSSIBLE FOR THE INDIVIDUAL.

Honorable William Lehman
May 10, 1990
Page Two

We recognize that the small railroads' needs are larger than current funding authorizations. The recent DOT/FRA study of deferred maintenance on Class II and Class III railroads set the level at $600 million, with $150 million of that amount to come from revenues and the remaining $450 million from outside financial sources. Earlier studies by the states, individually and in concert, have placed track rehabilitation needs at higher levels.

Federal funding of local rail service assistance has been a twofold benefit for small railroads. In addition to direct financing of track improvements, Federal funding has generated state and shipper assistance programs. Unfortunately, none of the three sources of funding are sufficient to stand alone, but together they have had a significant impact on promoting and developing rural rail service.

ASLRA wishes to commend to the Committee the equitable treatment FRA afforded the states and railroads in the approval of funding in FY 1989. We do not favor earmarking of funds or special consideration of any specific project. We endorse the changes made by the Congress in its reauthorization of the program. These changes will have the beneficial effect of assuring that the most desireable and productive projects get consideration.

We believe the prospects are good for a new round of sales of rural light density lines by the major railroads. Loan guarantees under Section 511 of the 4R Act would help these new railroads finance acquisition costs at reasonable rates, preventing a drain on their operating and maintenance funds. ASLRA recommends that the Committee approve $50 million in loan guarantee authority and that the guarantees be restricted to private sector banks in order to prevent any outlay of funds by the Treasury Department.

Finally, ASLRA enthusiastically endorses FRA's request for funds to provide technical assistance to regional and short line railroads. We see a wide range of activities in which FRA can be helpful to small railroads, particularly in such matters as training of locomotive engineers, developing computer based information systems and in the planning of track maintenance programs, among others. We can assure you of our willingness to work with FRA and of the active participation of member railroads in the various safety and operating programs as they are developed.

The Committee's support over the years is one of the reasons we have a vital and growing small railroad industry serving rural America. Your approval of $15 million for LRSA program funding in FY 1991, and of FRA's modest request for technical assistance will help small railroads to continue to grow in number and to operate safely and efficiently.

Sincerely,

William E. Loftus
President

WEL:tgt

REGIONAL RAIL PRIORITIES FOR CENTRAL CALIFORNIA BAY AREA

Alternatives and Comments for Congress on MTC's Proposals for Federal Major Capital Investments

Dr. Nancy Jewell Cross, Chief Executive Officer
CLEAN AIR TRANSPORT SYSTEMS
Specialists in Transportation and Air Status Solutions
(415) 854-6882 : 301 Vine St., Menlo Park, CA 94025

The purpose of this Statement is to assist Members of Congress and their staff and that of the Urban Mass Transportation Administration by additional information and analysis for evaluating sponsor's justification for FY 1991 contract authorization of $60,000,000, or any part thereof, to Metropolitan Transportation Commission of Central California for multi-year projects known as Bart Colma and Santa Clara County Tasman Corridor LRT "based on MTC Resolution #1876 priority and project readiness".

MTC Resolution #1876 signifies what, with certainty? No telling! MTC Resolution was first adopted on March 24, 1988. California Transportation Commission has considered no other, and with approval contingent on proffer of a San Mateo County Supervisor-MTC Commissioner of $200,000,000 toward a package of projects, no substantial part, long overdue, of which has been produced. The resolution was amended on June 22, 1988, and putting in Tasman Corridor LRT the first time, hastily again on April 6, 1989. MTC currently plans further amendment. If Congress hitches itself to funding per MTC Res. #1876, there's no telling where it would go!

I. References for Justification: A Plan or Standards

An evaluation if based on other than whim and personal interest, is necessarily referenced to some plan or standards. The plan goal might be to achieve efficient transportation in central California region compatibly with attainment of national air quality standards in CO and ozone. To be real operationally, a plan requires prioritization and sequencing

Alternatives and Comments--page 2

to a ballpark rational funding ceiling and assessment of impacts and productivity in transport, environment, and fiscal ledger sheet, collectively. Funding ceiling tolerable for major federal capital investment is, rationally, no more than necessary to achieve transport and environmental goals, all alternatived conceived, considered comparatively and seriously, without preference or discrimination based on source directly or indirectly by strategm deferring public participation to a time after a policy committee, not Commission, has developed first a "long list" and then a "short list" and assigned the limited most abbreviated alternatives to engineers for presentation to the public!

The rationale for consideration of alternatives requires not only that the alternatives be explored by the full ultimately-authorizing body, listening to the people's suggested alternatives at the outset, but that the alternatives be to the entire project, and not just to a segment or first stage, and also that for the transportation project, the objective be the movement of people and goods, efficiently and respectfully of the environment, and not the construction or spending of tax proceeds in an area or extending a transit property's or highway district's route miles and coverage of the land!

Unless the premises for thorough exploration of all possibly-feasible alternatives are publicly invited and without irrelevant constraints, the conclusion is impugned, and also the authority thereof, and most certainly for tax funding. "The medium is the message", and "Compliance with procedure is of the essence of jurisdiction". Aggressiveness of MTC commissioners in lobbying and too busyness of Members of Congress to become personally informed, and rationalizing justification for the sake of comity is not justification to those who pay the taxes and suffer the consequences of federal spending in millions of dollars without clear benefit in clean air transport, productivity in fact and not by surmise!

What is the status of central California bay area in adopted clean air transport systems plan, on which the contract authorization subject here may be referenced? There is no such plan, distinguished from booklet of general goals and folios of expenditure plans.

II. Some UMTA Standards Applied

UMTA for a full funding grant agreement requires an alternatives analysis, which, of course, for funding of any part of the total project, needs to involve alternatives to the entire project, Bart to exterior or interior of San Francisco International Airport, for example, and not alternatives to putting a Bart station a mile away from the Daly City Bart Station in unincorporated Colma, to relieve Daly City of Bart car parkers to a degree, by SamTrans' providing an 800-cars-park for freeway drivers who desire to shuttle into San Francisco to avoid high parking rates there. Colma has about 400 people registered to vote and there isn't much alternative for a one mile extension of train route other than "no build" or a bus route, but for the overall project intersecting Caltrain route near San Francisco International Airport, the destination, there could be--and is!

UMTA has said that the only alternatives it will consider for inclusion in the Alternatives Analysis are those with cost less than $10 per new rider. The only alternatives MTC has picked are those with higher cost per rider, the least $14.30 but with right-of-way costs long outdated, which if brought up to date might make this least costly alternative $25 per new rider. Also MTC has Bart alternatives addressing only an 8-9 mile span, but Caltrain and LRT alternatives charged to address construction over 47 miles, with the Caltrain TSM alternative, for about 47 miles, including expensively numerous grade crossings, Bart-compatible in specifications! A person might inquire whether this MTC consideration of alternatives can be explained in its peculiar skewing in favor of Bart, at whatever price, it appears. The answer is, "Yes". Lawrence Dahms, MTC director in 1990, in 1972 was Project Director for Bart's San Francisco/Airport Access Project. It is inconceivable for him that any alternative be considered, and the construction he has made a career objective of in the 18 years following.

MTC in particular has failed and refused to consider in pricing alternatives, a Caltrain Airport Station immediately opposite the main entrance mall into the airport, where a bit of roadway on vacant land by the station can be easily connected by existing ramps over freeway #101 into the airport, for shuttle buses. The Director of the airport, Lou Turpen, in January 1990 following a presentation of the facts and challenge to those at the San Mateo County Economic Development Association (SAMCEDA) breakfast in Burlingame on January 10, 1990, said the airport was prepared to as soon as it could to achieve a Caltrain Airport Station, "without waiting for Bart", on land it owns and to pay all the costs, including that for a people mover! Caltrain Transportation Commission is anticipated shortly to authorize retrofit of a Caltrain car for handicapped access. It may, concurrently, specify that the retrofit include access for bicycles as well as wheel chairs, and convenient baggage loading and unloading!

From the foregoing, manifestly no grant of millions for Bart Colma is required to meet the transport need for access to San Francisco International Airport from Bart which other allocations enable to connect with Caltrain in San Francisco. Please see Exhibit 1 following, "New Directions . . . New Opportunities".

Traffic congestion and air degradation in the so-called Golden Triangle which includes the Tasman, better known as #237, corridor is similarly well within local capabilities to address without federal major capital investment; namely by an all Caltrain trains-meeting shuttle bus from City of Santa Clara Caltrain Depot through San Jose International Airport to the Guadulupe Trolley Metro/Airport Station on First Street, and, if any more train route is needed, instead of the Tasman Corridor LRT new starts, simply run Caltrain around the Golden Triangle on tracks shown on Exhibit with San Jose International Airport, from San Jose near the airport to Milpitas and to Union City, at least, and possibly Sacramento, connecting with Bart first in Fremont. See Exhibit 2, "I-80 Rail Bypass and Valley Access".

Federal funding for the Guadulupe Trolley Project was obtained with UMTA's reliance on the project having had, in advance, State approval, and on cost and patronage figures represented by Rod Diridon, which after commitments were made in reliance, proved false. The request for Tasman Corridor LRT funding presents a situation which at this point appears similar in that the Resolution of MTC relied on, #1876, was amended to include the Tasman Corridor Project after CTC Resolution MT-89-25 (October 7, 1988) which refers to MTC's Resolution No. 1876 on March 24, 1988, prior to either of two amendments to date. Are the cost figures for Tasman Corridor LRT from Rod Diridon true?

III. Local Funding, Process, and Lack of Informed Consent Complications

Capability of Santa Clara County to deliver local commitment for federal funding for Tasman Corridor Light Rail extensions is impugned by overcommitments for constructions of highway projects on #101, #85, and #237 whose costs were grossly underestimated to the electorate to induce its vote for Measure A at the November 6, 1984 election in Santa Clara County. Widenings of #101 was done first. The right-of-way for #85 was double its original cost estimate, and the cost of #237 to induce the vote for tax, $120,700,000, by later draft Environmental Impact Statement in early 1989 was $302,000,000! See Exhibits 3 and 4 on Santa Clara County in vicinity of San Jose International Airport and disclosing the costliness of mitigations in the ecologically sensitive 237/Tasman Corridor subject of unfunded branches proposed of the Guadalupe/San Jose Corridor as well as of enormously expensive #237 and other highway projects--without exploration of very inexpensive local resolution by all-trains-meeting shuttle bus from Caltrain Station in City of Santa Clara through the airport to San Jose Trolley Metro Station on First Street in San Jose.

Congress in the International Development and Finance Act of 1989 (Public Law 101-240, 103 Stat. 2511, December 19, 1989) conditioned U.S. vote in favor of actions in multilateral banks which would have a significant effect on the human environment upon availability to the directors for at least 120 days before the date of the vote, of an assessment analyzing the environmental impacts of the proposed action and of alternatives to the proposed action. MTC Commissioners /County Supervisors oblige the people to speculate, and without alternatives to fund major capital investment transportation projects without such preface. In central California Metropolitan Transportation Commission has not developed an overall transportation plan with alternatives and impacts developed factually and analytically, comprehensively, in a report before government approval for funding with or without vote of the people, still less any opportunity for meaningful public participation in alternatives to be considered in the "long list" in process of application for federal funding.

Should Members of Congress adopt for themselves a no less stringent standard than they have for U.S. delegates-directors on multinational bank boards *not to vote in favor of* a major capital investment project with significant environmental impacts without an adequate, and adequately-processed *comprehensive transportation plan for the peninsula, south bay, and central California area circulated for at least 120 days prior*? MTC's requests of Congress here involved, cannot meet this test at this time. Sure there was a "scoping meeting" *at outset* of a report preparation *on a segment* to Colma *of a whole-conceived*: Daly City-to-S.F. International Airport, but inviting the public to hear an engineer present a segment does not satisfy the test above described.

The appropriate role of UMTA in qualifying projects for major federal capital funding is undermined in the Colma-Tasman application: MTC's approval is based on undisclosed-to-UMTA-and-Congress agreement that *if* MTC achieves the federal funds sought, San Mateo County and Santa Clara County *will give large sums of money for and toward construction of urban transit projects in other counties which fail to meet UMTA standards of cost effectiveness*. In other words, Colma-Tasman is simply a front for getting federal funds to be distributed as MTC chooses without reference to federal criteria, and then, of course, once started, an excuse *to ask for more* federal funds for Bart Colma or Tasman San Jose Trolley extensions!

Members of Congress and UMTA staff may assume that Colma Bart has for sure local funding--just because Bart and San Mateo County Transit District have an agreement which anticipates it and federal funding. The local funding to start was $200,000,000 from San Mateo County. However San Mateo County has suffered a series of crooked elections, including a Measure A on November 5, 1985 wherein the voters were asked to approve a Colma Bart station "provided no new local taxes are required", and a Measure A on June 7 1988 for a half-cent sales tax in San Mateo County, from which the $200,000,000 was anticipated to be started with $115,000,000 face value bonds based on the proceeds from the aforesaid 1988 election with Caltrain #1 priority and "nothing in it for Bart". Bart Director, Nello Bianco, privy to the years-long secret negotiations of Bart and San Mateo County Transit District directors prefacing their Agreeement, said, prophetically in 1985 prior to the November 5, 1985 Measure A election in San Mateo County:

"The people of San Mateo County will be deceived."

They were. But not without recourse!

San Mateo County Transit District prior-to May 24, 1989-meeting agenda packets, irregularly, did not include copies of the proposed Resolution #1989-33 which would have disclosed in advance intended conversion of public funds from source of taxes solicited for other purposes, instead, to Bart. With the public fended away by deficit of information, the transit district board on May 24, 1989 authorized and approved issuance of bonds in face amount $115,000,000 for Series A, with expectancy of placing the bonds on the market about September —after a validation suit to promote a good rating of the bonds in financial markets. Now over a year later, in the status of court proceedings, the bonds may not be marketable — ever! The Bart board informed on 12/7/89 now proceeds in its own interest inconsistently with MTC's Resolution 1878 (1988 & revised) priorities which like the California Transportation Commission Resolution relating, depend of the essence on the $200,000,000 anticipated from San Mateo County which because of fraud cannot be. MTC Commissioners, at first ired by Bart's disrespect of #1876, are themselves now disaffected with it and plan major revisions. Hasty in, hasty out. See Exhibit 5.

San Mateo County Transit District vs. All Persons Interested is at the writing hereof pending in the California State Court of Appeal, First District, Division Three, A047504, Superior Court #341333, with records available for inspection at the Clerk's Office, 455 Golden Gate Avenue, Civic Center, San Francisco, and status information available by telephone to the same location at (415) 557-3657.

Unless and until the substantial local funds on which Colma Bart and the MTC Resolution 1876 to which the instant application for $60,000,000 in federal funds are referenced by MTC, depend, are determined in fact to be, does Congress want to involve the federal budget with major investment in a segment of an extension of Bart to vicinity of San Francisco International Airport--which whole lacks a completed and favorable Alternatives Analysis/Draft Environmental Impact Statement with any MTC-supported alternative too costly to meet criteria for federal funding, based on MTC Resolution repudiated by Bart and which its MTC-maker is now intending to major-revise?

Exhibits 1 through 5, identified below, are adopted here by this reference.

May it please you to avoid inappropriate expenditure of federal money on the two MTC projects herein discussed.

Nancy Jewell Cross

June 11,1990

Dr. Nancy Jewell Cross
Chief Executive Officer
CLEAN AIR TRANSPORT SYSTEMS

Exhibits: 1. New Direction. New Opportunities.
2. I-80 Rail Bypass and Valley Access
3. Santa Clara County: Measure A & Vicinity of San Jose Int. Airport
4. Santa Clara County: Measure A (#237) Draft EIS Summary
5. New Trolley Plan Could Derail Funds to Extend Bart.

Meet the Issues and
...Get the Answers

New Direction.
New Opportunities.

RAIL TRANSPORT TO S.F. INTERNATIONAL AIRPORT

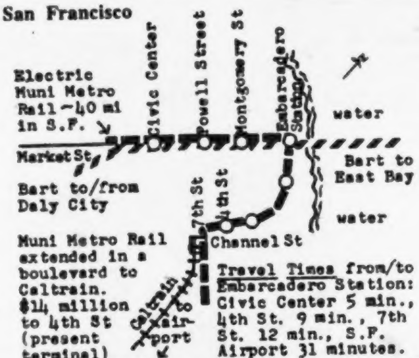
BART, CALTRAIN, AND TROLLIES JOINED!

Should a world class airport:

1. Have its own rail station on closest line located opposite its main entrance?
2. Offer amenities including gratis use of luggage carts?

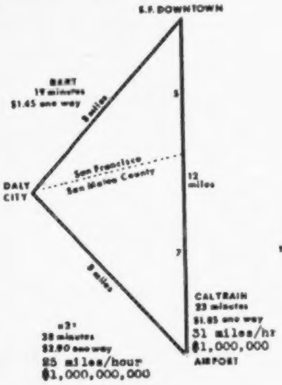
--Or in the interest of lowest airline landing fees from sales of parking and cart use, promote automobile access and traffic congestion?

In San Francisco

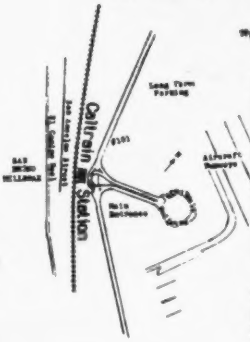

Civic Center
Powell Street
Montgomery St
Embarcadero Station
Electric Muni Metro Rail ~40 mi in S.F.
water
Market St
Bart to East Bay
Bart to/from Daly City
7th St
4th St
water
Channel St
Caltrain to air-port

Muni Metro Rail extended in a boulevard to Caltrain. $14 million to 4th St (present terminal) and $20 million to SF-chosen new depot at 7th & Channel Sts. Fully SF funded, Fully approved, including by California Transportation Commission with enthusiasm. Service operation target date: 1992.

Travel Times from/to Embarcadero Station: Civic Center 5 min., 4th St. 9 min., 7th St. 12 min., S.F. Airport 31 minutes.


S.F. DOWNTOWN
BART
19 minutes
$1.45 one way
8 miles
5
San Francisco
San Mateo County
DALY CITY
12 miles
7
9 miles
CALTRAIN
23 minutes
$1.85 one way
31 miles/hr
$1,000,000
AIRPORT
38 minutes
$2.90 one way
25 miles/hour
$1,000,000,000

Average velocities:
Bart - 32 mph
Caltrain - 40 mph.


Long Term Parking
Caltrain Station
El Camino Real
#101
Airport Runways
Main Entrance

*CALTRAIN AIRPORT STATION NOW!

A little house, 24-hours lighted, no cars parking--only airport shuttle-buses frequently connecting over #101 ramps.

Save carparking fees, fines, hazards.

Can be operational in a few months without federal/state funds or new local taxes. Cost: $1,000,000, estimated.

For air quality, transport efficiency, popularity, economy, and fiscal practicality,
Well-informed people are saying:

Caltrain
CONNECTION
Priority Choice

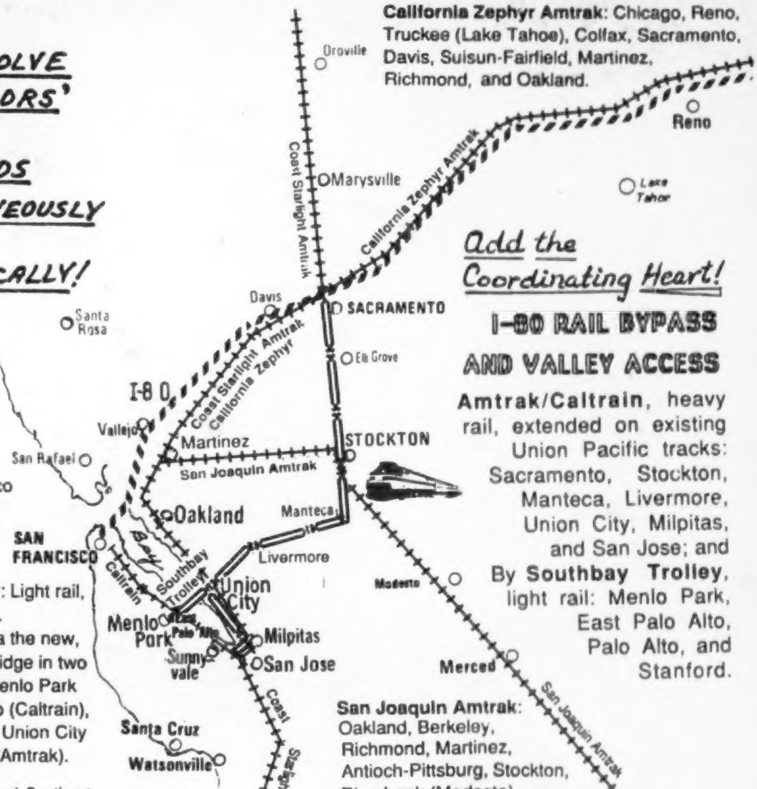
CLEAN AIR TRANSPORT SYSTEMS
Specialists in Transportation and Air Status Solutions
Dr. Nancy Jewell Cross, Chief Executive Officer
(415) 854-6382 : 301 Vine Street
Menlo Park, California 94025

1/10/90

In Central California: Existing ┼┼┼ and Proposed ═══

INTERREGIONAL PASSENGER RAIL SERVICE

How To
Rail Resolve
3 Corridors'
Traffic
Overloads
Simultaneously
And
Economically!


Oroville
Marysville
Coast Starlight Amtrak
California Zephyr Amtrak
Reno
Lake Tahoe
Davis
SACRAMENTO
Elk Grove
Santa Rosa
I-80
Coast Starlight Amtrak
California Zephyr
Vallejo
Martinez
STOCKTON
San Rafael
San Joaquin Amtrak
SAN FRANCISCO
Oakland
Manteca
Bay
Caltrain
Southbay Trolley
Livermore
Union City
Modesto
Menlo Park
Palo Alto
Milpitas
Sunnyvale
San Jose
Merced
Coast
Santa Cruz
Watsonville
San Joaquin Amtrak
Starlight
Salinas
Amtrak
FRESNO

California Zephyr Amtrak: Chicago, Reno, Truckee (Lake Tahoe), Colfax, Sacramento, Davis, Suisun-Fairfield, Martinez, Richmond, and Oakland.

Add the Coordinating Heart!

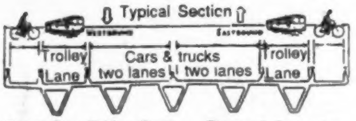
I-80 RAIL BYPASS AND VALLEY ACCESS

Amtrak/Caltrain, heavy rail, extended on existing Union Pacific tracks: Sacramento, Stockton, Manteca, Livermore, Union City, Milpitas, and San Jose; and By **Southbay Trolley**, light rail: Menlo Park, East Palo Alto, Palo Alto, and Stanford.

Caltrain: Now San Francisco to San Jose and communities between.

Southbay Trolley: Light rail, standard gage rail. Proposed route via the new, high South Bay Bridge in two of the six lanes, Menlo Park Caltrain), Palo Alto (Caltrain), Newark, Fremont, Union City (Bart and Caltrain/Amtrak).

San Joaquin Amtrak: Oakland, Berkeley, Richmond, Martinez, Antioch-Pittsburg, Stockton, Riverbank (Modesto), Turlock-Denair, Merced, Fresno, and Bakersfield.


Typical Section
Westbound
Eastbound
Trolley Lane
Cars & trucks two lanes
trucks two lanes
Trolley Lane

South Bay Bridge Deck Planned Operation

Coast Starlight Amtrak: Vancouver, Seattle, Portland, Chico, Marysville, Sacramento, Davis, Martinez, Oakland, (proposed addition: Union City), San Jose, Salinas, & Los Angeles.

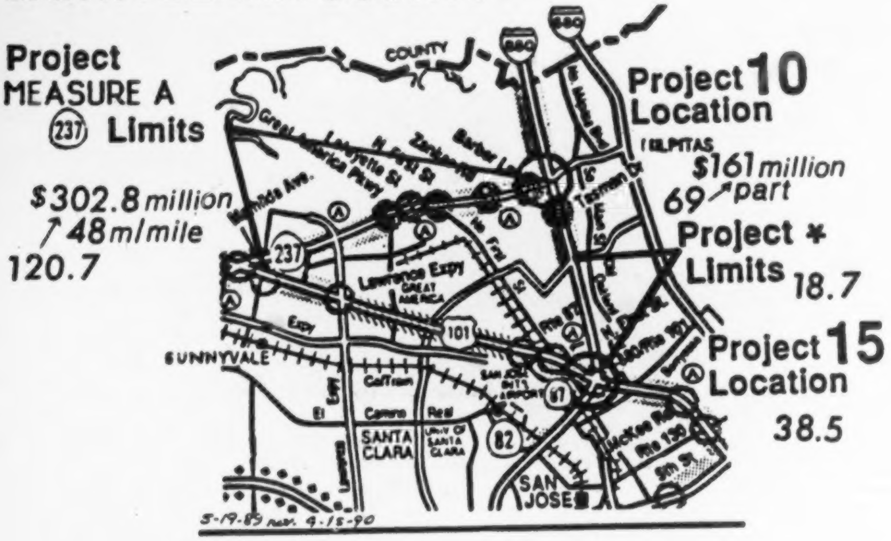
What should be done in FEMA relief about the earthquake-destroyed Cypress Structure --which distributed traffic from the North Bay Bridge to east bay freeways, but which the City of Oakland wants no more of?

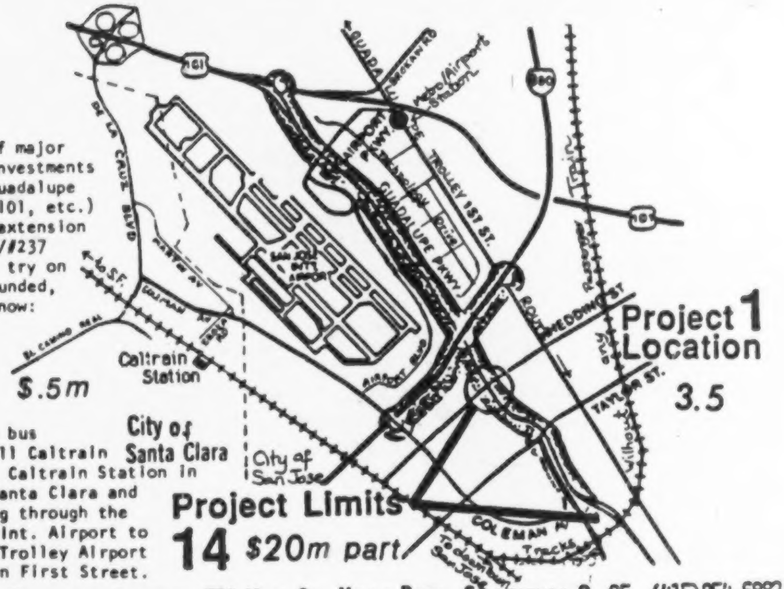
I-80 Rail Bypass and Valley Access with heavy rail in six round trips a day will take major freeways' traffic overloads away. For Cypress Structure in lieu project ask FEMA For heavy rail rolling stock and track rehab!

5/15/90
(415) 854-6882 ; 301 Vine Street
Menlo Park, California 94025
Dr. Nancy Jewell Cross, *Chief Executive Officer*

CLEAN AIR TRANSPORT SYSTEMS
Transportation and Air Status Solutions

SANTA CLARA COUNTY


Project
MEASURE A
237 Limits
$302.8 million
48 m/mile
120.7
Project 10
Location
$161 million
69 part
Project *
Limits 18.7
Project 15
Location
38.5
COUNTY
880
MILPITAS
237
101
Lawrence Expy
GREAT AMERICA
SUNNYVALE
Caltrain
El Camino Real
SANTA CLARA
UNIV OF SANTA CLARA
82
87
SAN JOSE
SAN JOSE INTL AIRPORT
McKee Rd
5-19-89 rev. 9-15-90


101
880
GUADALUPE PKWY
TROLLEY 1ST ST.
Metro/Airport Station
SAN JOSE INTL AIRPORT
DE LA CRUZ BLVD
AIRPORT BLVD
Train
HEDDING ST
TAYLOR ST.
COLEMAN AV
Project 1
Location
3.5
$.5m
Caltrain Station
City of Santa Clara
City of San Jose
Project Limits
14 $20m part

Instead of major capital investments on #87 (Guadalupe Parkway/#101, etc.) and rail extension in Tasman/#237 corridor, try on locally-funded, and easy now:

A shuttle bus meeting all Caltrain trains at Caltrain Station in City of Santa Clara and connecting through the San Jose Int. Airport to San Jose Trolley Airport Station on First Street.

CLEAN AIR TRANSPORT SYSTEMS 301 VINE ST MENLO PARK CALIFORNIA 9.025 (415)854-6882

SANTA CLARA COUNTY

Project

MEASURE A (237)

Draft EIS SUMMARY

4-SCl-237 Mathilda Avenue to Route 880.

Circulation period ends March 24, 1989.

Proposed Action

Upgrade to freeway 6.3 miles of Route 237 between Mathilda Avenue in Sunnyvale and Route 880 in Milpitas.

Estimated Cost

$302.8 million. Measure A funding is for approximately $120.7 million. Project is in the 1988 STIP for construction in the 90/91 FY.

Alternatives Being Considered (in addition to No Project)

None.

Significant Impacts

- Potentially growth inducing.
- Loss of four residential units and three commercial establishments.
- Eliminating bicycle access on the shoulder between Lafayette Street and Route 880.
- Taking "prime" farmland.
- Construction impacts on water quality.
- Approximately 19.3 acres of seasonal wetland and 1.2 acres of riparian habitat will be affected.
- Noise.
- Loss of four acres of parkland including parkland access road to Sunnyvale Baylands Park.

Proposed Mitigation

- Construct soundwalls at seven locations.
- Construct desilting basins between October 1 and May 1.
- Purchase and conversion of 24.8 acres of upland to wetland.
- Provide alternative bicycle routes at cost of approximately $1 million.
- Relocate entrance drive to Baylands Park, construct noise berm, construct bicycle and pedestrian crossing over Calabazas Creek, construct recreational trail, and contribute to a park development fund.

3/16/89

CLEAN AIR TRANSPORT SYSTEMS
(415) 854-6882 · 301 Vine Street, Menlo Park, CA 94025
Dr. Nancy Jewell Cross, Chief Executive Officer

Mercury News File Photograph

TRANSIT BACKERS — Reps. Norman Mineta, left, and Don Edwards support rail plan.

New trolley plan could derail funds to extend BART

By Karen Dillon
Special to the Mercury News

WASHINGTON — After three days of political maneuvering, Santa Clara County supervisors were able to lay the groundwork Tuesday for funding a new branch of the county's trolley line.

The Tasman Corridor light-rail line, which would be completed in 1994, would connect northeast San Jose and Milpitas to Lockheed and either the Sunnyvale or Mountain View CalTrain stations, a distance of about 10 miles, Supervisor Rod Diridon said.

But other members of the Metropolitan Transportation Commission, which would have to approve the Tasman proposal, warned that seeking federal funding for the line could doom plans to extend BART from Daly City to Colma. Voters in San Mateo County passed a referendum in June to fund that extension.

Rep. Norman Mineta, D-San Jose, chairman of the House Appropriations subcommittee on surface transportation, said Tuesday that he was willing to seek federal funding of the Tasman line. He said so after a closed meeting with Diridon and more than 30 members of the transportation commission from the nine Bay Area counties.

"Everyone says the No. 1 need in the Bay Area is transportation," Mineta said. "I think it will work out because the stakes are too high to start haggling over some little matter."

Diridon said that earlier Tuesday, Rep. Don Edwards, D-San Jose, said he also supported the Tasman plan. Both Edwards and Mineta sponsored the original funding of the San Jose light rail.

Diridon and three other Santa Clara supervisors — Susanne Wilson, Dianne McKenna and Ron Gonzales — along with members of the transportation commission, are meeting in Washington with the American Public Transit Association and are lobbying California lawmakers for transit funding. Diridon is the chairman of the commission.

Diridon sprang the plan for the funding of the Tasman line on the transit commissioners Sunday night. Plans for it have been dormant since 1982, Diridon said.

The plan requires a $4 million federal grant for preliminary engineering in 1990, $11 million for the final design in 1991 and $80 million each year in 1992 and 1993 for construction.

Jane Baker, a former mayor of San Mateo, said of the plan, "We had not discussed it or heard about it. San Mateo's money is the cornerstone of this agreement. We don't want to jeopardize that. We'll have to see how it fits."

Many of the commissioners said they believed that Diridon's proposal could disrupt months of mass transit planning that would take the Bay Area into the 21st century.

The Colma project, which would extend the Bay Area Rapid Transit District system about one mile, should be finished in 1991. It would need $60 million in federal matching money over two years. After that, a major federal grant would not be needed until 1994, when the BART system would be extended to San Francisco International Airport.

Around March 1, Diridon and Santa Clara County public works planners noticed the two-year dry spell during 1992 and 1993, when the Bay Area would not receive federal development funds.

Diridon said they immediately began drumming up support for funding the Tasman line.

See TRANS, Page 3B

San Jose Mercury News 3/15/89
pages B1,3

Diridon floats new light-rail plan

SAE G–10 COMMITTEE

AEROSPACE BEHAVIORAL ENGINEERING TECHNOLOGY

ENVIRONMENTAL EFFECTS OF RADIATION ON FLIGHT DECK CREWMEMBERS

RADIATION STUDY PROGRAM

Developed by:

Captain C. W. "Bill" Connor, Ph.D.
Chairman, SAE G–10 Committee

Need for Definitive Study:

RADIATION EXPOSURE AND EFFECTS STUDY

FOR FLIGHT CREWMEMBERS AND THE FREQUENT-FLYING PUBLIC

EXECUTIVE SUMMARY

May 2, 1990

1.0 Introduction

The harmful effects of ionizing radiation have been well known and documented for many years. Furthermore, the effects of ionizing radiation received by people flying at high altitudes have been the subject of numerous analyses and scientific commentary. Special interest has now been re-focused on the radiation dose types (neutrons and protons) and the annual maximum dose equivalent received by airline crews.

However, with respect to flight operations, few actions have been implemented from past analyses. One of the reasons for this, perhaps, is that the effects of low-level ionizing radiation to which crewmembers (and the flying public) are exposed are not well quantified through empirical studies. Studies since the 1960's by NASA, FAA and others have measured and/or calculated flight exposures show a baseline of low-level ionizing radiation with increased levels associated with high altitudes, high latitudes, and extended flight duration. At these altitudes, latitudes and flight durations, exposure levels can exceed guidelines for the general population (500 mrem/year or 5 mSv/year). Furthermore, solar flare events are not currently included in the radiation profiles of air carrier flight operational altitudes (Flight Levels 310 to 450). It is also understood that past studies have not measured the actual operational environment, exposure time applicable to air carrier crewmembers' career profiles, and aircraft types. Another factor to be considered is that the National Council for Radiation Protection and Measurements (NCRP) has recommended that the annual maximum dose equivalent be lowered to 100 mrem/year or 1 mSv/year. This is based on continuing studies of Japanese atomic bomb survivors.

2.0 Current On-Going Radiation Collection Activity

The Society of Automotive Engineers (SAE) G-10 Aerospace Behavioral Engineering Technology (ABET) Committee recognized the need for more information on this topic and established a Flight Deck Environment Subcommittee in 1988. As one of its activities, the SAE G-10 subcommittee initiated a program study of radiation hazards in cockpits. As a result of this activity, the G-10 Committee has identified eight problem areas that should be addressed for resolution. (These problem areas are attached.)

The subcommittee has also implemented a data collection program to define cockpit radiation types and levels in current air carrier aircraft. This program began on December 15, 1989, with distribution of two types (UVR and Ionizing) of dosimeters to operational air carriers and others flight operations groups. Airlines participating in the data collection include Delta Airlines, American, United, Northwest, Britannia, and Lufthansa. Also participating in the data collection are NASA-Ames (Global Mission Operations) and USAF (U2 aircraft). Additional airlines that have indicated an interest in participating include Pan American, British Airways (Concorde), and Air France.

Data has been collected for three months over U.S domestic and international air routes at altitudes above Flight Level 310. The objective of this assessment project is to determine what types and levels of radiation are present in cockpits of air carrier aircraft in current use while operating above Flight Level 310 and at the higher latitudes where commercial air traffic is heavily concentrated.

Dosimeters for this activity have been provided by Tech/Ops Landauer, Inc. This organization is also provided the technical support to read the data from the exposed dosimeters. This includes: 1) the determination of characteristics of ionizing radiation during flight deck duty periods and 2) how the various types of radiations are measured and calibrated through the use of effective dose equivalents. Specifically, this analysis of current radiation dosimetry concepts calculates the levels of radiation on flight decks and compares these levels to other populations that are exposed to radiation as a result of their occupations.

3.0 Need to Continue Radiation Assessment

An active on-going research program should be funded and initiated by the Federal Aviation Administration to develop long-term solutions to the problems associated with the operational flight profiles of civil air carriers.

AIR TRANSPORTATION

There is no higher priority than the safety of the flight crew members and the passengers who fly with them.

LIMITATIONS OF HUMAN SENSING TO LOW–LEVEL IONIZING RADIATION:

Because radiation is odorless, tasteless, invisible and non–thermal, neither its exposure to nor its effects on the human body are evident either immediately or even in the near term.

ENVIRONMENTAL EFFECTS OF
RADIATION ON FLIGHT DECK
CREWMEMBERS

RADIATION STUDY PROGRAM OBJECTIVES

The objectives of this project are to: document the types and levels of radiation present in air carrier aircraft operating above Flight Level 310; determine the effects (if any) on persons exposed to these radiations when routinely performing as flight deck crewmembers up to 60 years of age; and, determine how these crewmembers can best cope with any detected adverse flight deck environmental conditions.

NOTE: If the radiation study program verifies that no adverse environmental conditions exist, then this would also be an equally significant and important finding.

FLIGHT CREWMEMBER RADIATION PROBLEMS

Problem #1	There is no established program to monitor or reduce ionizing radiation risk levels for flight crewmembers who are classified by the National Council for Radiation Protection and Measurements (NCRP) and the Environmental Protection Agency (EPA) as "Occupationally Exposed."
Problem #2	No operational exposure model has been developed that accurately represents the low-level ionizing radiation types which constitutes the risk to flight crewmembers considering aircraft mass and structural density of current air carrier aircraft.
Problem #3	There is no formal, established educational program to educate flight crewmembers on the effects of low-level ionizing radiation for flight levels 310 and above.
Problem #4	No adequate, timely procedure exists to aid flight crewmembers in coping with the effects of solar flare events.
Problem #5	There is insufficient data available to provide verification/validation of NOAA forecasts and CAMI estimations of levels of ionizing radiation at operational altitudes.
Problem #6	There is no current database for monitoring active or retired Flight Deck Crewmembers for the cumulative effects of radiation exposure during their flying career.

Problem #7 There is no current consensus as to the type of dosimeter to be used, or what parameters should be identified, measured and documented to accurately model the risk factor profiles of Flight Deck Crewmember populations.

Problem #8 There is no dedicated measurement for the levels of UVA and UVB radiation present in cockpits on aircraft flying at Flight Levels 310 to 450.

FLIGHT CREWMEMBER RADIATION PROBLEMS

Problem #1 **There is no established program to monitor or reduce ionizing radiation risk levels for flight crewmembers who are classified by the National Council for Radiation Protection and Measurements (NCRP) and the Environmental Protection Agency (EPA) as "Occupationally Exposed."**

Flight crewmembers are the largest population of people chronically exposed to neutrons and the only group exposed to protons; two radiations whose biological effectiveness are poorly understood. It is a large population with a significant fertile female component. This population is expected to grow and age demographics may change. Newer and younger people could experience these environments for most of their adult life.

FLIGHT CREWMEMBER RADIATION PROBLEMS

Problem #2 **No operational exposure model has been developed that accurately represents the low-level ionizing radiation types which constitutes the risk to flight crewmembers considering aircraft mass and structural density of current air carrier aircraft.**

Very few measurements have been made where flight routes, altitudes, aircraft types and times are representative of actual flight crew schedules. Estimates from calculations fail to account for actual variations. Calculations may be too conservative creating excessive anxiety. Doses are expected to increase with the delivery of more extended range aircraft and higher altitude flight routes.

FLIGHT CREWMEMBER RADIATION PROBLEMS

Problem #3 **There is no formal, established educational program to educate flight crewmembers on the effects of low-level ionizing radiation for flight levels 310 and above.**

Reluctance to study flight crew doses should not be founded on apprehension that a few might over react. When individuals are informed about risks, the "fear of radiation" stigma subsides, particularly when one perceives that he or she has some control. Personnel monitoring methods have changed and been improved to allow direct monitoring of flight crews. Adequate education of flight crews and appropriate policy development by airlines requires realistic dose assessments.

FLIGHT CREWMEMBER RADIATION PROBLEMS

Problem #4 **No adequate, timely procedure exists to aid flight crewmembers in coping with the effects of solar flare events.**

The exposure to cosmic radiation depends on aircraft altitude and latitude, with radiation expected to be present at the higher altitudes and latitudes. Radiation levels are also related to sunspot activities called solar flares. We need to learn the nature and extent of the eleven year solar flare activity cycle, and what type of alert systems and procedures are needed to minimize the risk. It is essential that a timely alert system be upgraded for world wide coverage. Development of procedures in conjunction with a solar flare NOTAM process should have the highest priority as Cycle 22 approaches its maximum activity period (1989–1992).

FLIGHT CREWMEMBER RADIATION PROBLEMS

Problem #5 **There is insufficient data available to provide verification/validation of NOAA forecasts and CAMI estimations of levels of ionizing radiation at operational altitudes.**

The Department of Transportation (DOT) recently issued a study entitled "Airliner Cabin Environment: Contaminant Measurements, Health Risks, and Mitigation Options". The study discussed the impact of a number of pollutants present in airliner cabins, among them radiation. The report estimated the lifetime cancer risk for both passengers and Crewmembers in several different environments. According to the report:

> For crewmembers flying 960 hours per year for 20 years on domestic flights, there may be from 90 to 1026 premature deaths per 100,000 persons subject to the same exposure. For crewmembers flying 960 hours per year for 10 years of international operations, there may be from 220 to 512 premature deaths per 100,000 persons subject to the same exposure.
>
> Comparable figures for frequent passengers flying 480 hours per year range from 45 to 513 premature deaths for flying 20 years on domestic flights and from 110 to 256 premature deaths for flying 10 years on international flights. These figures are also per 100,000 persons subject to the same exposure.

Our major concern with the DOT report and these estimates of premature death is that the risk exposures they cite were derived from mathematical models rather than from actual observation and measurements. The Society of Automotive Engineers G–10 Committee, Aeorspace Behavioral Engineering Technology, is conducting a research study that should develop the needed empirical data which will truly define the magnitude of the radiation problem. The objectives of the Committee's Radiation Study Program is to document the types and level of radiation present in commercial aircraft operating at common flight altitudes, determine the effects (if any) on persons exposed to these radiations, and review how crewmembers can best cope with any detected advserse conditions.

FLIGHT CREWMEMBER RADIATION PROBLEMS

Problem #6 **There is no current database for monitoring active or retired Flight Deck Crewmembers for the cumulative effects of radiation exposure during their flying career.**

Because radiation is odorless, tasteless and invisible, neither exposure nor its effects are evident either immediately or even in the near term. To aid in developing a profile on the effects of cockpit radiation, data on the medical history of retired Flight Deck Crewmembers would be of great value to the creation of an information data base. Yet, there is no current program for the monitoring of active Flight Deck Crewmembers who are considered occupationally exposed, much less the monitoring of retired Flight Deck Crewmembers, for the cumulative effects of radiation exposure during their flight involvement with turbojet aircraft. Measurement techniques need to be factored for age and sex of the individual. Astronauts presently have lifetime career limits of four Sv for males to age 55 years, and one Sv for females to age 25 years.

FLIGHT CREWMEMBER RADIATION PROBLEMS

Problem #7	**There is no current consensus as to the type of dosimeter to be used, or what parameters should be identified, measured and documented to accurately model the risk factor profiles of Flight Deck Crewmember populations.**

The dosimeters most appropriate for measuring the expected neutron and other ionizing radiations are the solid state nuclear track detectors (SSNTD).

Measurements should include the eyes, lungs, reproductive organs, and red bone marrow.

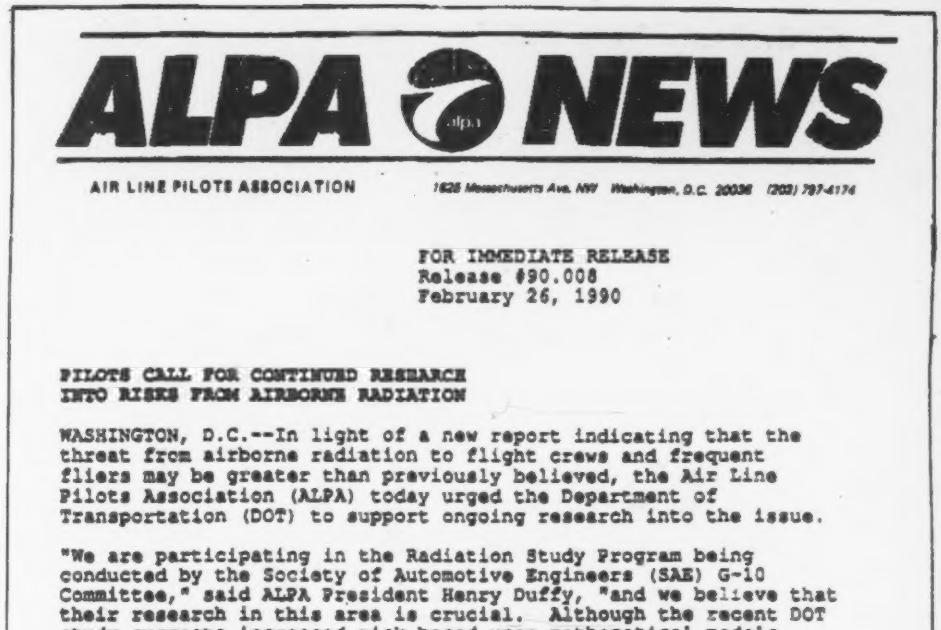
The model for risk factor profiles of Flight Deck Crewmember populations should concentrate on the operational altitudes between FL-310 and FL-450.

Should we have flight deck monitors that have instantaneous and cumulative radiation measurement capatibility for comparison? Should Flight Deck Monitors be certified? Should certification criteria be developed? Should pocket size dosimeters be developed that measure instantaneous and cumulative radiation for individual monitoring? (Primarily neutrons and protons from lowlevel ionizing radiation.)

FLIGHT CREWMEMBER RADIATION PROBLEMS

Problem #8 **There is no dedicated measurement for the levels of UVA and UVB radiation present in cockpits on aircraft flying at Flight Levels 310 to 450.**

There is, at present, very limited agreement within the civil aviation community on the levels of ultra–violet radiation (UVR) that may be present in the cockpits of aircraft operating at Flight Levels 310- to 450, considering the variations involving: latitudes used, time of day, and seasons of the year. More importantly, there is insufficient information available on windshield protection as a function of variations in UVA, UVB, and luminance during the Maximum Exposure Window (MEW).



ALPA NEWS

AIR LINE PILOTS ASSOCIATION
1625 Massachusetts Ave. NW Washington, D.C. 20036 (202) 797-4174

FOR IMMEDIATE RELEASE
Release #90.008
February 26, 1990

PILOTS CALL FOR CONTINUED RESEARCH INTO RISKS FROM AIRBORNE RADIATION

WASHINGTON, D.C.--In light of a new report indicating that the threat from airborne radiation to flight crews and frequent fliers may be greater than previously believed, the Air Line Pilots Association (ALPA) today urged the Department of Transportation (DOT) to support ongoing research into the issue.

"We are participating in the Radiation Study Program being conducted by the Society of Automotive Engineers (SAE) G-10 Committee," said ALPA President Henry Duffy, "and we believe that their research in this area is crucial. Although the recent DOT study suggests increased risk based upon mathematical models, there exists no actual study to determine the extent of that threat. We believe that the SAE Radiation Study Program will provide us with the data necessary to predict actual risk."

SAE was formed in 1905 as a cooperative society to address the technical issues of the automobile industry. The organization joined with aeronautical engineers during World War I and presently addresses all aspects of aircraft and spacecraft mobility.

The SAE G-10 Committee is composed of representatives from across the worldwide aerospace spectrum, and addresses a wide range of behavioral engineering issues. The objectives of the committee's Radiation Study Program are to: document the types and levels of radiation present in commercial aircraft operating at common flight altitudes; determine the effects (if any) on persons exposed to these radiations; and, review how crewmembers can best cope with any detected adverse conditions.

"We know that radiation levels from the sun and stars increase substantially above 31,000 feet," said Duffy, "and that levels increase dramatically during solar flares. At this point, however, we have very little conclusive knowledge about the cumulative effects of radiation exposure on pilots, other flight crew members, or the traveling public."

(More)

"Through the SAE program, flight crews at a number of airlines are now wearing dosimeters to measure actual airborne radiation. The information gathered from this program will enable us to answer a number of important questions and to take corrective action if necessary."

"For example," Duffy continued, "it may be determined that a flight crew should fly at a lower altitude or on a different latitude during periods of intense solar activity. On the other hand, it may be determined that the actual threat of airborne cosmic radiation is of no practical concern at all. We don't know yet."

"What we do know is this: the DOT's mathematical models suggest that prolonged exposure could result in an increased risk of cancer to flight crew members and others who are frequently exposed to that environment. We need to learn the nature and extent of that risk, and we need to learn what precautions, if any, we must take to minimize that risk."

The SAE's G-10 committee will meet in Daytona Beach, Florida, on February 27, 28, and March 1, 1990.

# # #

ALPA Contacts: Henry Gasque
(202) 797-4174

Chairman of Appropriations Comtte
Subc ~~Public Works~~ Committee on Transportation.
Rayborune Bldg.
U.S. House of Representatives

Samuel B. Wallace IV
1221 M St. N.W., Apt 416
Washington, D.C. 20005

May 3, 1990

Dear Mr. Chairman and Members of the Committee:

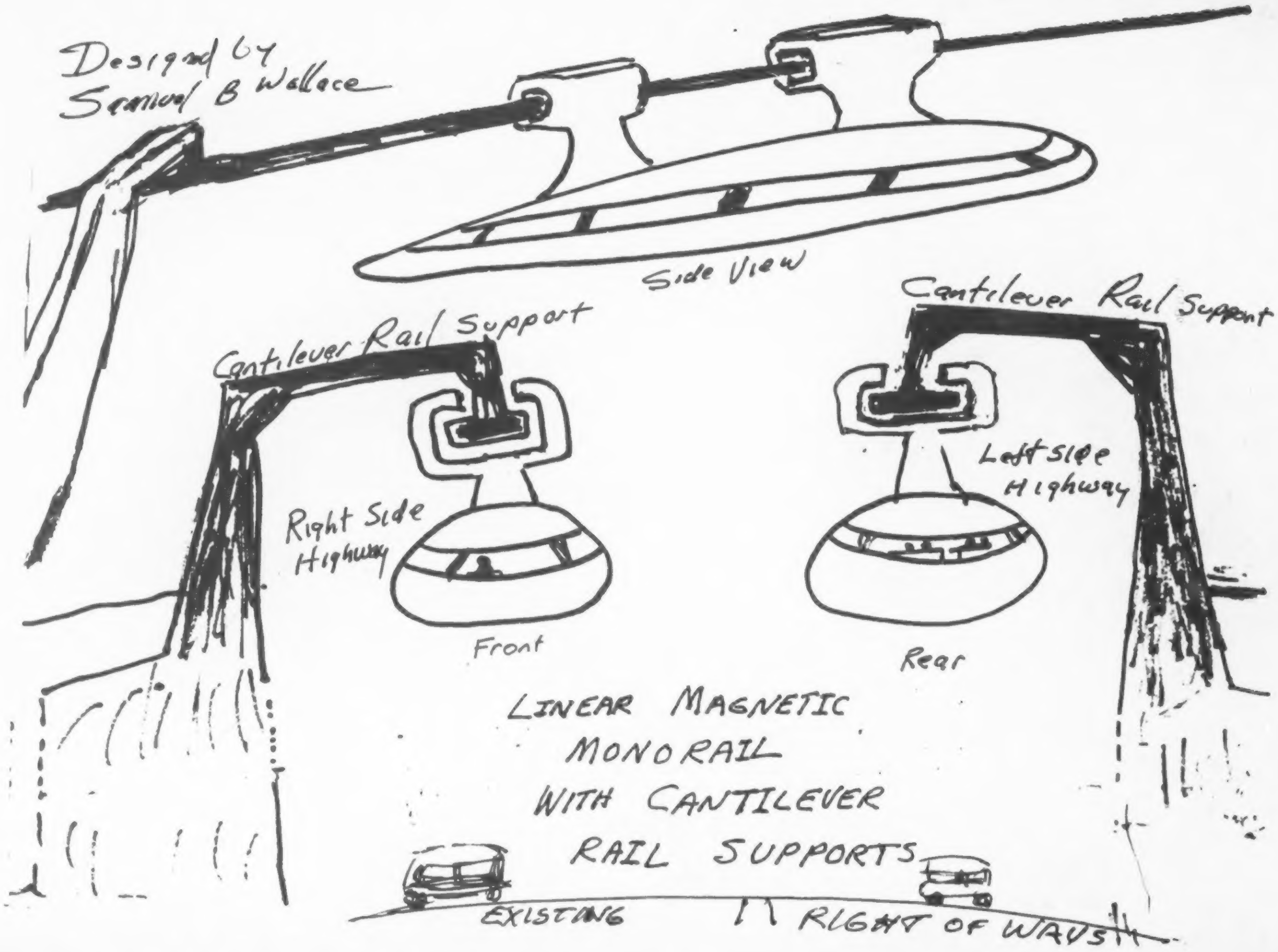
I have taken the liberty to submit to your Committee on Public Works a new inverted Monorail Design which I believe would lend itself to Linear Magnetic Monorail Trains since they ride suspended above the actual magnetic rails without touching them.

I realize that there are in existnece various Monorail Systems in Germany, Japan and in the United States at various Disneyland sites that have already proven practical. And I understand that there is now in operation a New Linear Magnetic Sytem in Osaka, Japan that is now functioning by carrying large numbers of passengers.

All of those systems are far cheaper to build because they require very little excavation whereas the Subways we use for Mass Transit Systems such as our own Metro Rail in this Area require enormous costs for excavation that generally add to the overall costs by a factor of ten. And almost all have demonstrated their capacity to move large numbers of people safely.

The Design that I have suggested is a Monorail whose Rail is actually supported by Cantilever Beams on one side of the Right of Way for each Monorail Train. This design avoids the large structures that are necessary for even the Monorail and thus two train systems can be readily built on each side of existing Right of Ways such as Highways or Expressways or Freeways. Here again, this design can result in savings in costs because it takes advantage of Right of Way already owned and in operation. As a result such a Magnetic Monorail System going in two directions along the sides of highways can probably be built for 1/20th of the normal cost of construction of a modern Metro Rail underground system. And one half or less the cost of conventional Monorail systems.

Signed: Samuel B. Wallace IV


Designed by
Seamon B Wallace
Side View
Cantilever Rail Support
Cantilever Rail Support
Right Side Highway
Left Side Highway
Front
Rear
LINEAR MAGNETIC
MONORAIL
WITH CANTILEVER
RAIL SUPPORTS
EXISTING " RIGHT OF WAYS

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